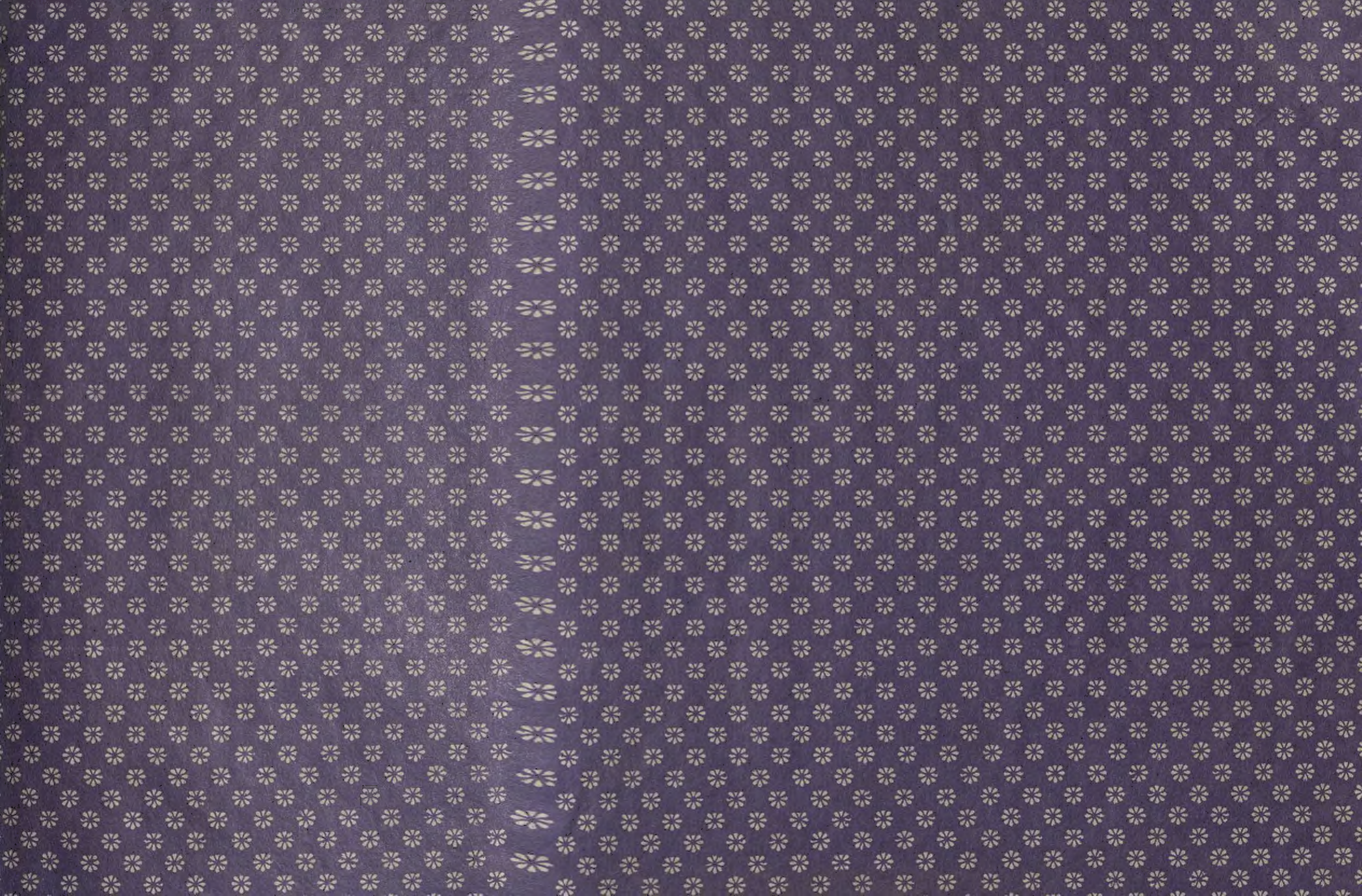


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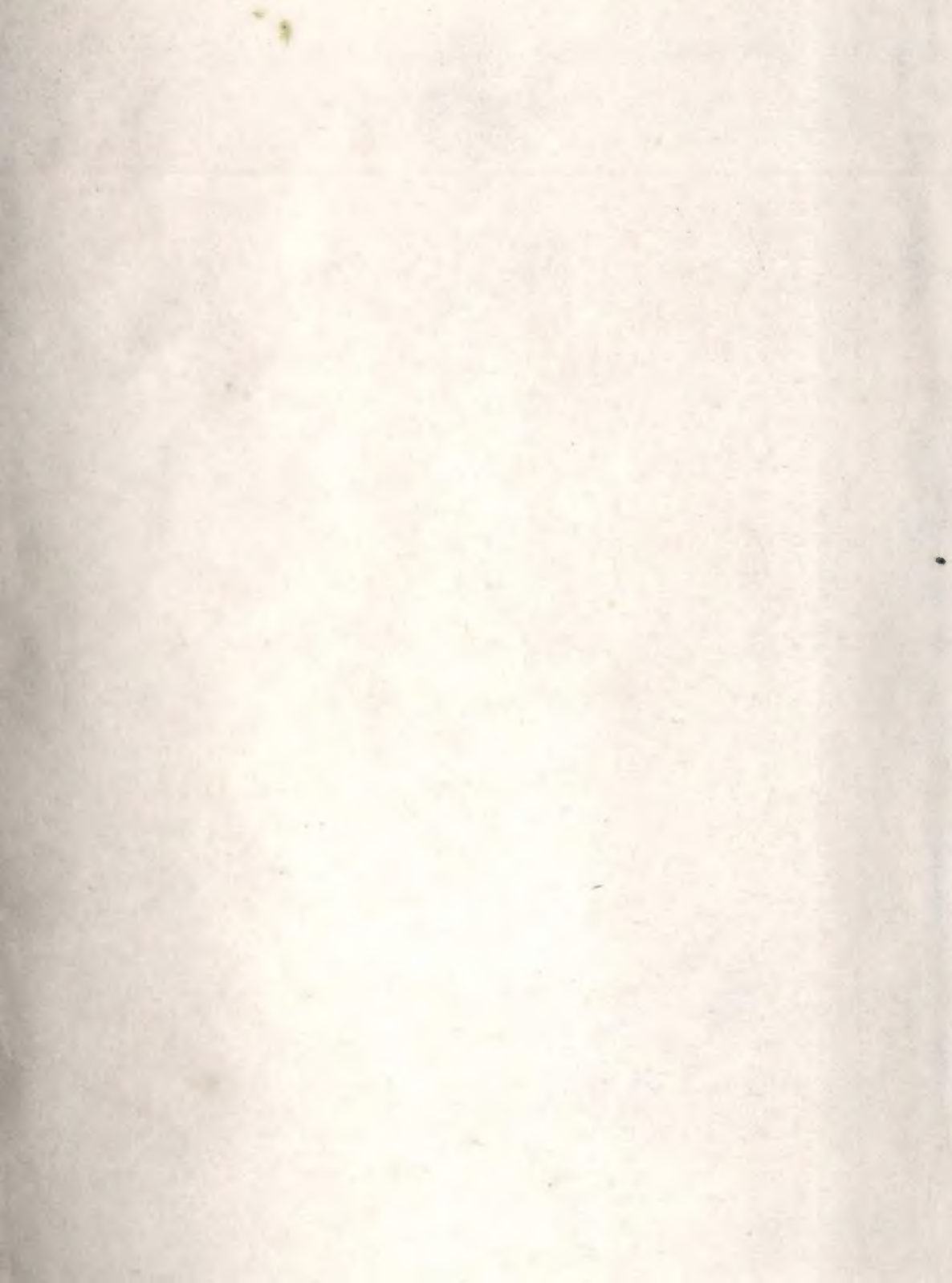
GOVERNMENT OF WEST BENGAL

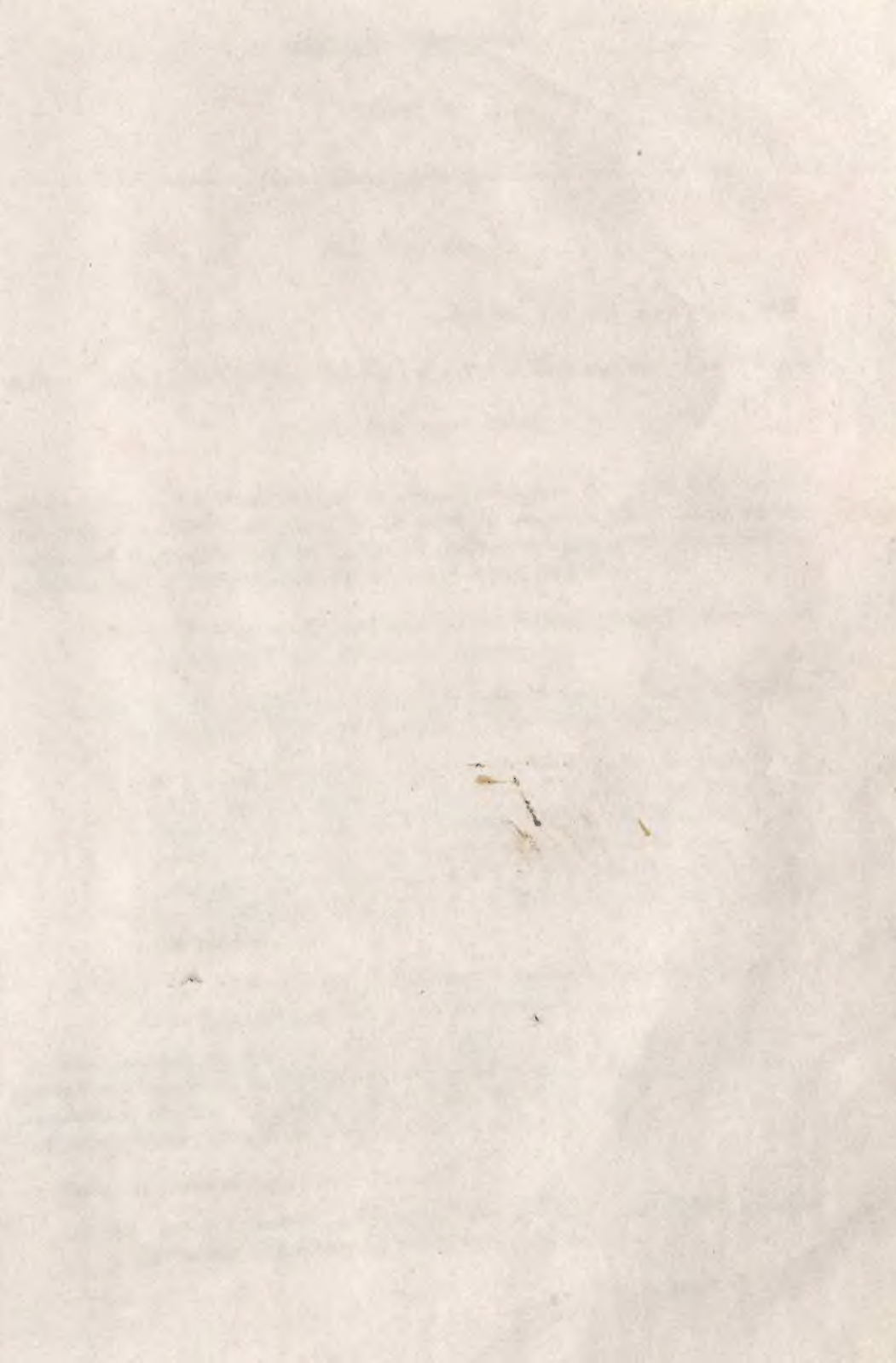
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10/4/01.



GOVERNMENT OF WEST BENGAL



GOVERNMENT OF WEST BENGAL

REPORT

of the

Secondary Education Commission

West Bengal

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Volume 2 of 2

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## Education Department

## Education

## RESOLUTION

No. 10973-Edn.

Calcutta, the 6th December, 1955.

READ: *The Report of the Secondary Education Commission, West Bengal*

(August-November, 1954)

Government of West Bengal in their Resolution No. 5653-Edn., dated the 26th July, 1954, set up a Commission to examine the working of the recognised Secondary Schools in West Bengal consisting of the following members and with the terms of reference noted below:—

- (1) Dr. B. B. Dey, D.Sc. (London), I.E.S. (Retd.), formerly Director of Public Instruction, Madras—*Chairman*.
- (2) Dr. J. N. Mukherjee, D.Sc. (London), formerly Director, Indian Agricultural Research Institute, New Delhi—*Member*.

[In the original Resolution, Shri G. C. Chatterjee, M.A. (Cantab.), I.E.S. (Retd.), formerly Director of Public Instruction and Secretary, Education Department, Punjab, and Member, Union Public Service Commission, had been appointed but owing to unforeseen circumstances he could not join the Commission. On 6th August, 1954, Dr. J. N. Mukherjee was appointed in his place.]

- (3) Prof. A. N. Basu, M.A. (London), Principal, Central Institute of Education, New Delhi—*Member-Secretary*.

The Commission would examine the working of the Secondary Schools (aided and unaided) in this State, particularly in the light of the recommendations of the Secondary Education Commission in regard to the following items and submit their report to Government:—

*Terms of reference—*

- (i) the present system of recognition, control and administration including inspection of Secondary Schools;

- (ii) the existing status and system of recruitment, selection and training of teachers in Secondary Schools in West Bengal;
- (iii) the emoluments and conditions of service of teachers in Secondary Schools in West Bengal in comparison with those of other States;
- (iv) comparative standard of qualifications of teachers in different States;
- (v) how far the standard of education prevalent in the schools in West Bengal is affected by the present emoluments and qualifications of existing teachers;
- (vi) the standard of discipline and efficiency maintained in the aided as well as in unaided schools;
- (vii) the contribution of Managing Committee towards capital and recurring expenditure of schools and their efficient conduct;
- (viii) any other matter affecting the teachers and the students in Secondary Schools.

Subsequently the following terms of reference were added:—

(ix) the Government of West Bengal having generally accepted the main principles underlying the recommendations of the Secondary Education Commission presided over by Dr. A. Lakshmanaswami Mudaliar, the Government desire that the West Bengal Commission do also recommend suitable steps for the improvement of the present administrative machinery in conformity with the recommendation of the Mudaliar Commission;

(x) the recommendations in the Mudaliar Commission's Report being generally acceptable to the Government of West Bengal, the Government further desire that the West Bengal Commission do also consider the extent to which the financial provisions could be given effect to within their resources.

The Commission presented their report to Government in January, 1955, which has since been carefully considered and decisions arrived at by Government are indicated below:

(1) Government, to start with, place on record their sincere appreciation of the valuable work done by the Commission and of the great care that they have taken in the preparation of their report.

(2) Government are in general agreement with the recommendation of the Commission subject to the comments recorded below; and with the availability of requisite funds would have the recommendations, as accepted, implemented systematically in gradual stages:

*Schools set up.*—Government consider that the Primary or Junior Basic stage in a school should be 5 years; Junior High or Senior Basic stage should be for 3 years and High School stage 3 years. With



better equipped High Schools, staffed with qualified teachers and the size of the classes being restricted to a reasonable limit, it should be possible for improved and reorganised Secondary Schools to cover all education up to the present Intermediate Course in 11 years instead of 12 as at present. It is to be noted that the Central Advisory Board of Education after very careful consideration of the recommendations of the Mudaliar Commission arrived at the following unanimous conclusions at their 22nd Meeting held in January, 1955:—

“(i) The Degree Course should be of three years and 17 should be the minimum age for entry into Universities.”

“(ii) The end of Secondary Education at 17 should mark a terminal stage in education and prepare students for life. It should also be of a standard which would enable them to participate with profit in a three-year Degree Course.”

“(iii) The last class in the Secondary stage should be called the 11th class and may be reached after schooling of not less than 10 years, the actual duration of the school system in the various States to be determined by the State Governments concerned.”

1. It is accordingly proposed to remodel gradually the existing Schools in this State into one of the following:—

(a) Complete reorganised Secondary Schools with 11 classes including Primary or Junior Basic section which would consist of classes I to V;

Or,

(b) High Schools of six classes (VI to XI);

Or,

(c) Complete Junior High Schools (Senior Basic) consisting of eight classes (I to VIII);

Or,

(d) High Schools of three classes (IX to XI) with Diversified Courses.

2. *Board of Secondary Education.*—Government agree with the recommendation of the Commission that a Board of Secondary Education should be set up with advisory functions only to advise Government in all matters relating to Secondary Education. It should be a compact body of experts to whom Government would look for competent advice from time to time. The executive functions will be the responsibility of the Education Directorate. In matters of development of Secondary Education, of recognition of new schools, etc., due consideration will be given to the advice tendered by the Board. The Government have carefully examined the suggestion of the Commission, namely, of having a non-official Chairman



of the Board. In accordance with the recommendation of the Mudaliar Commission, which the State Government accept, the Board will be presided over by the Director of Public Instruction.

3. *Public Examination at the end of Junior High School.*—Government do not consider that an external examination is desirable at the end of class VIII, i.e., Junior High School. This is not in conformity with the recommendation of the Central Advisory Board of Education nor has this practice been adopted in other educationally advanced countries. A special examination may, however, be necessary at this stage which may be conducted by the school itself in co-operation with the Inspectorate.

4. *Reorganisation of the Directorate.*—The Government of West Bengal have carefully considered the recommendation of the Commission and they feel that it is not possible to adopt any rigid division in the Directorate. The division of responsibility and actual appointment of administrative officers will depend largely on the amount of work that may devolve on the Directorate in different stages of education from time to time.

5. As at present Technical Education and Basic and Social Education are demanding increased attention of the Government, this will have to be taken into account in the administrative set-up of the Directorate.

6. *School record and High School Certificate Examination.*—Government agree in principle that school records should duly be taken into consideration in assessing the attainment of a scholar in the Final Examination. The recommendation will be given effect to when the schools have been duly organised and arrangements have been made for systematic maintenance of school records in proper forms.

7. *Uniform scales of pay for teachers and Headmasters according to qualifications.*—Government agree that there should be a uniform scale of pay according to the qualifications for teachers and Headmasters in all recognised High Schools. These teachers and Headmasters will be selected from panels prepared by a Special Selection Committee which will be set up by Government in due course.

**ORDER.**—Ordered that the resolution be published in the *Calcutta Gazette* and that copies be forwarded to the Director of Public Instruction, West Bengal, Home (Publicity) Department, the members of the Commission and also to the Board of Secondary Education, West Bengal.

By order of the Governor,

D. M. SEN,

Secretary to the Government of West Bengal.



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## CHAPTER I

### Preamble, Terms of Reference and Procedure of the Commission

1. We, the Members of the Commission appointed by the Government of West Bengal to examine the working of the recognised Secondary Schools in West Bengal and to report thereon, have the honour to submit our report.

2. The composition of the Commission and the scope of our enquiry is described in the following Resolution No. 5653-Edn., dated the 26th July, 1954, of the Government of West Bengal:

"The Government of West Bengal have decided to set up a Commission to examine the working of the recognised Secondary Schools in West Bengal consisting of the following Members:—

- (1) Dr. B. B. Dey, D.Sc. (LONDON), I.E.S. (Retd.), formerly Director of Public Instruction, Madras—*Chairman*.
- (2) Dr. J. N. Mukherjee, D.Sc. (LONDON), formerly Director, Indian Agricultural Research Institute, New Delhi—*Member*.\*
- (3) Prof. A. N. Basu, M.A. (LONDON), Principal, Central Institute of Education, New Delhi—*Member-Secretary*.

The Commission will examine the working of the Secondary Schools (aided and unaided) in this State particularly in the light of the recommendations of the Secondary Education Commission in regard to the following and submit their report to Government:—

#### *Terms of Reference*

- (i) The present system of recognition, control and administration, including inspection of Secondary Schools;
- (ii) the existing status and system of recruitment, selection and training of teachers in Secondary Schools in West Bengal;
- (iii) the emoluments and conditions of service of teachers in Secondary Schools in West Bengal in comparison with those of other States;
- (iv) comparative standard of qualification of teachers in different States;
- (v) how far the standard of education prevalent in the schools in West Bengal is affected by the present emoluments and qualifications of existing teachers;
- (vi) the standard of discipline and efficiency maintained in the aided as well as in unaided schools;
- (vii) the contribution of Managing Committees towards capital and recurring expenditure of schools and their efficient conduct;
- (viii) any other matter affecting the teachers and the students in Secondary Schools."

\*In the original Resolution, Shri G. C. Chatterjee, M.A. (CANTAB.), I.E.S. (Retd.), formerly Director of Public Instruction and Secretary, Education Department, Punjab, and Member, Union Public Service Commission, had been appointed but on 6th August, 1954, Dr. J. N. Mukherjee was appointed in his place.



3. At a later stage two other paragraphs were added to our terms of reference which are as follows:—

“(ix) The Government of West Bengal having generally accepted the main principles underlying the recommendations of the Secondary Education Commission presided over by Dr. A. Lakshmanaswami Mudaliar, the Government desire that the West Bengal Commission do also recommend suitable steps for the improvement of the present administrative machinery in conformity with the recommendations of the Mudaliar Commission.

(x) The recommendations in the Mudaliar Commission's Report being generally acceptable to the Government of West Bengal, the Government further desire that the West Bengal Commission do also consider the extent to which these financial provisions could be given effect to within their resources.”

4. Two of us, the Chairman, Dr. B. B. Dey, and Dr. J. N. Mukherjee, were in Calcutta on the 9th August, 1954, the third member, Prof. A. N. Basu, who is also the Secretary of the Commission, joined on the 16th August, 1954.

5. The Commission was eager to benefit as far as possible from the experience of those who were connected with or interested in the subject of our enquiry. So on the 17th August, 1954, we issued the following Press Note:—

“The Government of West Bengal have appointed a Commission to examine the working of Secondary Education in West Bengal. The Commission has begun its work. The Commission will examine the working of Secondary Education in aided and unaided schools in this State, particularly in the light of the recommendations of the Secondary Education Commission of the Government of India in regard to the following:—

- (i) the present system of recognition, control and administration, including inspection of Secondary Schools;
- (ii) the existing status and system of recruitment, selection and training of teachers in Secondary Schools in West Bengal;
- (iii) the emoluments and conditions of service of teachers in Secondary Schools in West Bengal;
- (iv) how far the standard of education prevalent in the schools in West Bengal is affected by the present emoluments and qualifications of existing teachers;
- (v) the standard of discipline and efficiency maintained in aided as well as in the unaided schools;
- (vi) the contribution of Managing Committees towards capital and recurring expenditure of schools and their efficient conduct.



**Members of the public and specially those connected with or interested in Secondary Education in this State are requested to submit by the 1st September, 1954, memoranda on one or more of the points mentioned above. The memoranda should be brief and should contain precise suggestion for the improvement of Secondary Education in this State. The Commission hopes that the public in West Bengal will extend their full co-operation to the Commission."**

6. The time given for the submission of memoranda being considered to be rather short, the above Press Note was repeated on the 28th August extending the time till the middle of September. At our request, the Department issued a circular letter also requesting all High Schools in the State to communicate to us their views on the subject of our enquiry. We are happy to record that a large number of persons sent memoranda and notes which have been very helpful. In Appendix 1 will be found a list of persons who submitted memoranda.

7. Our next step was to prepare a list of persons and institutions whom we wanted to consult for purpose of this enquiry. Letters were issued to the persons and institutions mentioned in the list (Appendix 2) inviting them to meet the Commission, and a programme for the interviews was drawn up. Except for the All-Bengal Teachers' Association, which could not be persuaded to co-operate with the Commission, most of the others responded to our invitation.

8. Between the 30th August and the 17th September, 1954, we examined in all about 80 persons some of whom were officials but the majority of whom were non-officials directly connected with or closely interested in Secondary Education.

9. We also visited a number of institutions in and about Calcutta to get an idea of the types and working of Secondary Schools now existing in this State. The number of such visits has unfortunately had to be very limited through various reasons. There was the vacation during the Pujas when schools were closed and no work was possible, and many parts specially in North Bengal became inaccessible on account of the floods. These stood in the way of our giving more time to school visits, but the deficiency was made up to a good extent by having persons coming from different districts of West Bengal to meet and discuss with us the special problems, if any, peculiar to their districts. We could not, however, get people from Darjeeling, Cooch Behar, Jalpaiguri and West Dinajpur on account of the floods.

10. According to our terms of reference, the scope of our enquiry has had to be confined within the general frame-work of the report of the Secondary Education Commission of the Government of India. This acceptance by the Government of West Bengal of the main principles underlying the recommendations of that Commission, which has covered in detail the entire field of Secondary Education in India, has greatly simplified and facilitated our task. The special circumstances of the State of West Bengal have indeed necessitated deviations in some respect from the recommendations



of the Secondary Education Commission, but we have on the whole conformed to its findings. Unless our work were so defined at the outset we would have found it impossible to complete our task within the period of barely three months allotted to us. The Central Government has, we are informed, decided in the remaining years of the First Five-Year Plan to make available substantial grants of money to give effect to these recommendations. Although the Government of West Bengal is committed to the general acceptance of the plan of reconstruction in the secondary stage as outlined by the Secondary Education Commission, there are several special features of the system of Secondary Education in West Bengal which have to be taken into consideration before proper reconstruction could be planned and undertaken. In arriving at our conclusions with regard to the reconstruction of the system we have also considered the recommendations of the West Bengal School Education Committee, 1949, and other reports and documents published lately, such as the report of the International Team of Experts jointly sponsored by the Central Ministry of Education and the Ford Foundation, the reports of the Headmasters' Seminars and of the Implementation Committee of the Ministry of Education. Moreover, we have borne in mind the peculiar circumstances of West Bengal with reference to the Muslim League rule immediately prior to Independence and its consequential effect on education, the influx of refugees after the partition and the consequential increase in the number of children to be educated, the large preponderance of private unaided schools and the difficult problem of regulation of Secondary Education in the State on democratic lines. It is on the basis of these and also on what we could ourselves find by meeting and discussing with various persons intimately connected with Secondary Education that we have proceeded with our task of framing recommendations for the general improvement of Secondary Education in this State. It is necessary to give this background of the present enquiry to convey a clear idea of the limits within which the labours of the Commission had to be restricted.

In conclusion, we desire to place on record our thanks to the many people who have assisted us in our work; the officers of the Education Department, Government of West Bengal, specially the Secretary, Dr. D. M. Sen; members of the public who sent us memoranda; distinguished educationists; members of the University of Calcutta, and the Headmasters of High Schools from Calcutta and the mofussil who appeared before us. But for their ready co-operation it would not have been possible for us to complete our work so satisfactorily and within such a short time.

We also take this opportunity of expressing our thanks to the members of our staff for their loyal services.



## CHAPTER II

### Special features of Secondary Education in Bengal

1. A number of Committees and Commissions has been appointed in the recent past to survey the problems of Secondary Education in this country. The Tara Chand Committee of 1948 reported on different aspects of Secondary Education, the School Education Committee of the Government of West Bengal appointed in 1948 reported in 1949 on the organisation of both Primary and Secondary Education in the State, and the Secondary Education Commission appointed by the Government of India submitted in June, 1953, a comprehensive report on the state of Secondary Education all over India. One of the principal objects of the present Commission for enquiring into the state of Secondary Education in West Bengal has been to consider suitable steps for the improvement of the present administrative machinery in conformity with the recommendations of the All-India Commission. That the need for such a Commission for West Bengal has been urgent is the opinion expressed by the majority of the people who appeared before us.

2. A careful appraisal of the existing situation in Secondary Education has already been made by the All-India Commission, but the State of West Bengal presents certain special features which may be reviewed briefly.

3. A characteristic feature of West Bengal is the exceptionally large proportion of High Schools which are under private management. The eagerness for instruction in western knowledge and the consequent demand for English schools in Bengal in the early years of the last century enabled the Government to pursue the policy of encouraging private effort and enlisting the help of non-official agency of every kind for the establishment of privately-managed High Schools. There were two classes of people who wanted English education. There were men like Raja Rammohan Roy who wanted it for its cultural value. There were others who advocated the new system not so much for its cultural aspects as for its economic advantages. The Government was in need of English-trained people; there were also the English mercantile houses which needed the help of English-trained Indians for extending their business in the country. All these forces joined hands and stimulated and encouraged the growth of the modern type of Secondary Education with its emphasis on the knowledge of English. English was not only the key to the store-house of modern knowledge, it was also the "language of good jobs". There was thus great enthusiasm for Secondary Education on all hands, and so it came about that by 1853 a large number of Secondary Schools were founded and conducted by private individuals.

4. In 1854 came the despatch of Sir Charles Wood outlining a comprehensive educational policy for the country. It proposed a system of grants-in-aid for the development of school education both at the primary and the secondary levels, but declared that in the field of Secondary Education the policy should definitely be one of gradual withdrawal. With the

growth of local initiative and enterprise it "looked forward to a time when any general system of education provided by Government might be discontinued". The offer of grants-in-aid brought rapidly into existence a large number of privately-managed High Schools.

5. The Hunter Commission appointed in 1882 found that in that year the proportion of scholars in aided Secondary Schools in the Province of Bengal was about 60 per cent. of the total number of scholars of that grade, whereas that in Madras, N.W.P. and Oudh, Bombay and the Punjab was of the order of 53, 29, 24, and 16, respectively. The system of grants-in-aid was introduced by Government to help those institutions which required assistance, but with progressive increase of reliance on private effort for the provision of higher education, more and more of these institutions came to be established, many of which did not seek any aid from the Government. The present position of Secondary Education in West Bengal with 879 aided ✓ High Schools having about 250,000 students, and 503 unaided High Schools teaching nearly 150,000 students is to be viewed in this background. Although some of the unaided schools have good reserve funds created by generous benefactions from the public, and are run on good lines, there is a considerable number belonging to this category which do not observe the rules laid down by Government about admissions, strength of teaching staff, their recruitment with proper qualifications and pay, provision of suitable buildings and playgrounds, etc. The numbers admitted are excessive, classes and sections are overcrowded, buildings are poor and ill-ventilated, teachers are overworked, and ill-paid or not paid regularly, proper accounts are not kept, and sometimes the schools are run on profit-making basis. Schools have not been able to effect any reforms, since the granting of recognition to schools has hitherto been in the hands of the University and later of the Board of Secondary Education.

6. Another characteristic feature of the growth of Secondary Education ✓ in Bengal is that most of these schools began as middle schools but in course of time developed into High Schools by the gradual addition of classes and pupils. As a result, many High Schools which thus came into existence were inadequately staffed and equipped, did not have sufficient accommodation and did not possess even a sufficient number of pupils on their rolls, specially in the top classes. The aid that many of them received from the State was insufficient to enable the schools to introduce any improvement. Withdrawal of recognition was the only remedy left to improve the state of things. The right of withdrawal of recognition was, however, exercised only very rarely since it meant virtual denial of education to a number of school children. The inefficient schools thus continued to thrive and spread over the country.

7. The Calcutta University Commission (the Sadler Commission) which ✓ reported in 1919 came to the conclusion that a complete reorganisation of Secondary Education was not only essential but imperative in the interests of higher education as well as the larger interests of national life. They noted that while there was a remarkable quantitative expansion of Secondary Education its quality had not improved. The shortcomings of the great



majority of Secondary Schools constituted in their opinion the gravest defects of the educational system of Bengal. In the great majority of them, physique and health are neglected; there is no training of the hand; the study of nature is practically ignored; the aesthetic and emotional sides of a boy's nature disregarded; corporate life is meagre; training through responsibility is generally undeveloped; little guidance is given as to right and wrong; methods of class teaching are crude and clumsy. Such a state of things injures the interest of all the boys whether they are going forward to the University or not. It is hurtful to the whole community which suffers from the failure of the schools to develop and train the powers of the younger generation (Report of the Calcutta University Commission, Vol. I). The Commission further pointed out what was, in their view, the most serious weakness of all, namely, "the dearth of teachers". The prospects afforded by the teaching profession in Bengal were so insufficiently attractive that the best among the young men and women virtually shunned the profession. Teaching was generally left to those who were inadequately educated and trained, and in their hands the quality of education deteriorated. The Commission observed, therefore, that "the improvement of salaries and prospects of teachers in Secondary Schools is an indispensable condition of reform".

8. Apart from the various steps to be taken for the improvement of Secondary Education, two main items of the scheme given by the Commission were (i) to bring in the intermediate stage which was then, and still is, a part of University education in line with the secondary, i.e., High School stage, and (ii) to create a Board of Secondary and Intermediate Education for the administration of this type of education. A special type of colleges called the Intermediate Colleges were to be created with its own curriculum and examination. The University will have nothing to do with these nor with the administration of these colleges which will be left to the Board. The powers of the Board shall be (a) to define the various curricula to be followed in High Schools; (b) to conduct the two Secondary School examinations subject to the proviso that the Universities should in each case have the power to determine what forms of the intermediate college examination they would accept and under what conditions, as qualifying for admission to their course in various faculties; (c) to grant, after inspection, formal recognition to High Schools and intermediate colleges as qualified to present candidates for the High School or the intermediate college examinations, and as adequately organised and equipped places of instruction; (d) to advise Government as to the needs of these grades of education, and as to the best modes of expending the available funds for these purposes.

9. The Board should consist of a majority of non-official members and should include at least three representatives of Hindu and at least three of Muslim interests. Subject to these provisions it should include (a) a salaried President appointed by Government, (b) the Director of Public Instruction, ex-officio, (c) a member elected by the non-official members of the Bengal Legislative Council, (d) five representatives appointed by the

University of Calcutta, and two by the University of Dacca, and (e) from five to eight members appointed by Government among whom should be included (if not otherwise provided for) representatives of industry, commerce, agriculture, medicine and public health, Secondary and Intermediate Education, the educational needs of girls and those of the domiciled community. (Report of the Calcutta University Commission, Vol. IV, page. 41).

10. Between 1919 and 1947, several attempts were made to bring into existence a Board of the kind described by the Sadler Commission to take charge of Secondary Education in Bengal. From time to time the then Government of Bengal prepared a number of Secondary Education Bills and tried on each occasion to get the Bill through the Legislature; but due to strong opposition, all these attempts failed. Only in 1921, with the creation of the University of Dacca, a Board of Secondary and Intermediate Education was set up for the area under the jurisdiction of that University, but no Board could be created for the rest of Bengal. In order to understand clearly the reasons for the opposition one has to refer to the contemporary political situation in Bengal in the third and fourth decades of the present century, with its well-known emphasis on communalism and communal representation. Communalism invaded even the field of education. The Secondary Education Bills that were brought forward by the Government were based not so much on pure academic considerations as also on the principles of communalism. We may remember that even the Sadler Commission while recommending the composition of the Board had accepted that principle when it recommended that there should be three Hindu and three Muslim members on the Board. The Sadler Commission had suggested that in actual working the Board were to be left free to a great extent. It is interesting to note, however, that the term "autonomous" does not occur in the report. In the subsequent struggle for the creation of the Board, this idea of an "autonomous" Board of Secondary Education was pushed to the foreground. The reasons for this emphasis can be traced to the peculiar political situation in Bengal in those days. By a large section of the people the Government was looked upon with suspicion. Its proposals were thought to be inspired by ulterior political motives, and so the demand was made for "autonomy" and for freedom from interference by the Government. When an alien Government rules over the land, it is not difficult to understand this attitude on the part of the people.

11. As we have already stated, up to 1947, all attempts to set up a Board of Secondary Education failed. So the old system continued without much change. The number of High Schools continued to increase every year, and the only noteworthy change was the introduction in 1935 of the new Matriculation Regulations and the replacement of English by the mother tongue as the medium of instruction. The new Matriculation Regulations made provision for practical and vocational subjects, but unfortunately most schools for want of funds or of inclination could not or did not make arrangements for imparting instruction in these subjects, and they never became popular. Regarding administration and organisation



too, there was very little change except what came as a result of the introduction of the Primary Education Act. The University continued to give recognition to High Schools and laid down the course for the last two classes, classes IX and X. The Department continued to give grants-in-aid and control the courses up to class VIII. The result of making primary education free was to remove the first four classes, classes I to IV, to the control and jurisdiction of the District School Boards though in some cases these classes continued to be retained in the middle schools, the Junior High Schools, and the High Schools proper.

12. After the 15th of August, 1947, the entire political scene changed. India became free and a National Government came into power. Bengal was, however, partitioned, an immediate result of the partition being the advent of the problem of refugees which put a severe strain on the educational organisation of the entire Province. On the eve of the partition, Bengal had about 1,814 High Schools. After partition, West Bengal was left only with 761 of them, but with a very large number of refugee school children who came from all over East Bengal. The following table illustrates the rapid growth in the number of High Schools which took place mainly as a result of the influx of refugee students:—

TABLE 1  
NUMBER OF HIGH SCHOOLS IN BENGAL.

			Boys.	Girls.	Total.
1921-22	..	..	878	13	891
1926-27	..	..	985	19	1,004
1931-32	..	..	1,076	36	1,112
1936-37	..	..	1,180	61	1,241
1941-42	..	..	1,376	100	1,476
1946-47	..	..	1,678	136	1,814
<i>After partition</i>					
1947	..	..	672	89	761
1947-48	..	..	750	108	858
1948-49	..	..	852	142	994
* 1949-50	..	..	920	153	1,073
1950-51	..	..	957	150	1,107
1951-52	..	..	1,006	162	1,168
1952-53	..	..	1,114	209	1,323
1953-54	..	..	1,167	253	1,420

13. The rapid multiplication of High Schools in Bengal in post-Independence years is an interesting study. The education of the refugees from East Pakistan has created a difficult problem. We were informed that as many as 200 existing schools have been expanded and 1 new school started for giving accommodation to the refugee students. In the secondary stage, provision has been made for 100,000 students, of whom 46,000 are being provided with stipends which amount to Rs 40 lakhs. The shortcomings and defects of the Secondary School education which are common to the rest of India have thus been greatly aggravated in West Bengal. They have made the reorganisation of Secondary Education in this State a problem of great complexity and at the same time of vital and immediate importance. The task is a formidable one involving schemes of reform in almost every direction and large financial outlay.

14. When the National Government came into power, one of the first things that attracted the attention of the Ministry in West Bengal was education in all its aspects. A Committee was appointed in April, 1948, to consider and report upon the organisation, objectives and curriculum for the primary and secondary stages of education and the related problems of control and administration of these stages of education. The Committee submitted a comprehensive report on all these aspects and recommended among other things the following:

- (1) The total duration of school course to be extended to 11 years, by adding one more year to the existing ten years' course. The primary course will, therefore, extend over 5 years while the secondary course will extend over 6 years. By adding one year, the Committee expected to provide education up to the Intermediate standard so that after completing the course the students may be fit for admission to the degree course.
- (2) The secondary course should be a self-contained course, not determined only by University requirements.
- (3) A Board of Secondary Education should be set up. The Board would not only advise the Ministry of Education generally in matters of extension and improvement of Secondary Education, but would also control and regulate Secondary Education subject to certain supervisory and controlling powers of Government.

15. The Government had in the meantime taken up the question of the formation of a Board for the administration of Secondary Schools in the State. A Bill was prepared for creating a Board of Secondary Education and it was passed in 1949. The Board of Secondary Education began to function since October, 1949.

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16. The Board was a large body consisting of 64 members with a smaller executive which was given wide executive powers. It functioned through a large number of Committees. All sorts of interests were sought



to be represented on the Board and a large number of constituents were asked to elect representatives. The election of the members of the Board became thus an elaborate affair.

17. With the creation of the Board, the University ceased to exercise its functions over the High Schools. The entire charge of Secondary Education including laying down the curricula, selecting text books, holding the School Final Examination, giving recognition, grants-in-aid, etc., to schools was left to the Board which, pending the formulation of its own rules and regulations including a school code, continued to follow mainly the rules made by the University and the Government for those purposes.

18. There are two things about the new Board which should be noted. The Board did not have its own Inspectorate which continued to be under the Directorate, although the School Education Committee had recommended that the Board should have its own Inspectorate. The Inspectorate was to supervise and inspect the work of the Secondary Schools while the Board was to give them recognition and grants. The old dual control was thus continued.

19. It is to be noted that the Board was very different from the Board contemplated by the Madras Commission. In the first place it was a very large body, consisting of various interests, and in the second place, it had nothing to do with Intermediate Education which continued to be under the University.

20. The new Board functioned for about three years, when on the 11th May, 1934, the Government superseded it by a notification and appointed an Administrator to take charge of the Board and its functions.

21. In the meantime, the Government of India had appointed a Secondary Education Commission. The Commission had submitted its report in June, 1933. The report was placed before the Central Advisory Board of Education consisting of representatives of all the States in the Indian Union. The Central Advisory Board approved generally of the recommendations of the Commission and, following its directions, the Central Government appointed a Committee to implement them.

This in brief is the background of our present enquiry.

## CHAPTER III

### 'The State and Secondary Education

1. Before we proceed to consider the conditions relating to the Secondary Schools in West Bengal, we wish to dwell briefly on some aspects of the modern views on the aims and functions of Secondary Education and the responsibility of the State for its administration.

2. The pattern of Secondary Education in this State is complex and anomalous in some respects. There is a large number of schools which do not deal with any recognised stage of Secondary Education. A part of the education in the primary stage is imparted in the Secondary Schools. The Constitution contemplates that education up to the age of 14 should be compulsory and thus makes the State solely responsible for such education. There is, however, no uniformly recognised and definite stage of education ending at this age. The primary education has been made compulsory only for four years from classes I to IV. Class V of Secondary Schools is really the final year of the primary stage. The University of Calcutta considers that the Intermediate Courses should be included in the higher Secondary School stage but the organisation of the higher Secondary Education as a stage qualifying for admission into the Universities and into higher technological and professional courses remains to be effected. The Secondary Schools have so far, in the main, aimed at imparting in a more or less mechanical way a certain type of formal knowledge.

3. The system of Secondary Education in India has been largely based on the English model of an earlier age, but it has not adopted many of its important features and has failed to keep pace with the developments in theory and practice of education which have since been taking place in the United Kingdom and elsewhere. In our system, there is hardly any provision for diversification of courses to suit differing abilities and interests of adolescent youth. Facilities for extra-curricular activities and for healthy outlets for youthful energy in sports and excursions are also virtually non-existent in our schools. The lack of these normal ancillaries of education has a depressing effect and breeds that inertia and lassitude which hamper the freedom and growth of young minds and are at the root of most of the present evils of wastage, stagnation, indiscipline and worse.

4. Secondary Education is considered today to occupy the key position in the whole structure of education. It is at this stage that not only must the quantum of general knowledge be increased but a certain bias be also given towards a number of special subjects so as to enable the student to select his particular vocation at the end of the course. Secondary Education has thus to provide also a background for training in these skills, manipulative and manual, which are required for specific trades and crafts, particularly in the interests of these students whose aptitudes and inclinations are found to lie in fields other than literary or academic.



5. A sound system of education at this stage requires too that close co-operation between a school and the parents or guardians of the students which is lacking at present. In giving proper scope for the development of the individual student too, his special aptitudes require to be carefully studied. He should also be enabled to understand broadly the economic and social problems facing the community in which he lives, and helped to develop a sense of ethical and cultural values based on the background of the heritage of his country. In this connection, the Managing Committee of the school has an important part to play by establishing a living contact between the school, the community and the Directorate of Education.

6. For maintaining the proper standards and tone in our schools, it is also obviously necessary that we enlist the active interest and enthusiasm of teachers, and one of the methods of achieving this is to organise teachers' conferences and seminars as a part of the educational system. The teachers should be given opportunities of knowing each other in these conferences and discussing among other things the defects and shortcomings noticed by them and suggesting remedies and improvements. The organisation of these conferences at district and at State levels should be entrusted to the Board of Secondary Education as we have proposed in a subsequent chapter.

7. The system of Secondary Education has also certain essential obligations which have to be emphasised. It must develop the personality and the habits and other qualities of character which will enable all men and women trained under this system to shoulder the varied responsibilities of the citizens of a democratic State.

8. All this would be possible only if the provision of adequate funds and facilities for Secondary Education is accepted as the direct responsibility of the State, and its development is no longer made to depend on public benefactions, although the latter would always be welcome. The existing distinction between aided and unaided school has thus to be abolished, being inconsistent with the view of State responsibility for such education. The State has also to ensure not only the maintenance of the right types of schools in sufficient numbers and varieties but also their proper location according to the needs of different areas.

9. Non-official agencies and others interested in education have an important role to play in assisting the State in its work of developing education and educational ideals and it should be the policy of the State to associate as far as possible such agencies and individuals with its educational work.

10. All progressive countries today are assuming more and more direct responsibility for education even at higher levels and the age of compulsory education has been raised to 16 in Great Britain and U.S.A. Our Welfare State can do no less than what has been suggested above and take upon itself the task of planning and development of Secondary Education along sound lines.

## CHAPTER IV

### Existing position of Secondary Education in West Bengal

1. Leaving aside a few nursery schools, Montessori schools and Kindergartens providing pre-primary education, there are today the following three types of schools in West Bengal, namely, Primary Schools, Middle or Junior High Schools and High Schools.

#### *(a) Primary Schools*

2. The Bengal (Rural) Primary Education Act makes provision for a four-year primary course. There are in all about 17,000 such primary schools spread over the State.

3. The Government of West Bengal has also accepted in principle the scheme of basic education for the primary stage, and is in receipt of grants from the Centre for gradually transforming its primary schools into junior basic schools. There are at present only about 220 junior basic schools providing a five-year course of primary education. This number is increasing gradually though very slowly. Ultimately the duration of the primary course is to be 5 years. Till this objective is achieved, class V will remain as a part of the Secondary School, and it will be neither compulsory nor free.

#### *(b) Middle or Junior High Schools*

4. After the primary stage, we have the middle stage. The duration of this stage varies. There are the Middle Schools providing only a two-year course and containing classes V and VI and there are the Extended Middle Schools, also called Junior High Schools, which contain all the four classes from V to VIII. The present tendency is to call both the types "Junior High Schools", the Middle Schools being regarded as two-class Junior High Schools and others as four-class Junior High Schools. There are also a few senior basic schools with 3 classes from VI to VIII, but the number of such schools at present is negligible. The number of four-class Junior High Schools in 1952-53 was only 280, 224 for boys and 56 for girls, while the total number of two-class schools was 1,109, of which 970 were for boys and 139 for girls. For statistical purposes, however, both these are regarded as parts of the system of Secondary Education.



5. The distribution of these schools according to management indicates that almost one-fifth of the total number of schools receives no aid from the State, as seen from the following table:—

TABLE 2

## JUNIOR HIGH (INCLUDING MIDDLE) SCHOOLS (1953-54)

		Government		District Board.	Municipal Board.	Private aided.	Private unaided.	Total.
		Central.	State					
For boys	..	2	74	5	2	896	225	1,204
For girls	..	1	6	..	2	143	51	203
		<hr/> 3	<hr/> 80	<hr/> 5	<hr/> 4	<hr/> 1,039	<hr/> 276	<hr/> 1,407

6. The number of pupils in the Junior High (including Middle) Schools in 1953-54 was 129,908, there being 108,858 boys and 21,050 girls. About one-sixth of the total number of pupils in the secondary stage are in these Middle and Junior High Schools.

7. The total expenditure on this type of education is about 69 lakhs of which Rs.31.5 lakhs are derived from fees, and the State contribution is about Rs.15.3 lakhs. The State contribution includes grants to aided schools and dearness allowance to teachers of both aided and unaided schools.

8. Grants are given on an *ad hoc* basis according to following rates per school per annum:—

TABLE 3

	Middle Schools (2-class):	Junior High Schools (4-class):
	Rs.	Rs.
For boys	720	1,080
For girls	960	1,440

9. The present requirements of staff for these schools are: for two-class schools (single section)—three teachers, one Intermediate passed, one Matric V.M. passed and another a trained Matriculate; for four-class schools—five teachers, two Graduates, one of whom should preferably be trained, two Intermediate passed and a fifth a classical teacher properly qualified. These requirements can by no means be regarded as exacting.

10. The following table shows the position as far as teachers of different categories serving in the middle stages of education are concerned:—

TABLE 4  
QUALIFICATIONS OF TEACHERS IN JUNIOR HIGH (MIDDLE) SCHOOLS

	Trained.			Untrained.			Total.
	Graduate.	Intermediate and Matric.	Non-Matric.	Graduate.	Intermediate and Matric.	Non-Matric.	
Boys' schools	134	773	710	456	2,830	510	5,413
Girls' schools	43	172	133	91	269	203	911
All schools	177	945	843	547	3,099	713	6,324
	1,965			4,359			

11. Two important facts emerge from the above, viz. that (i) almost one-fourth of the teachers are non-Matrices, i.e., academically most poorly qualified, and (ii) only about one-third of the total number of teachers are trained, notwithstanding the fact that at this stage training has been universally regarded as essential. Further, in the 1,407 schools of this stage there are only 724 graduates, i.e., not even one graduate per school.

12. The position of the two-class Junior High Schools in the scheme of education in West Bengal has become most anomalous. With only two additional classes beyond the existing primary stage, they do not provide a complete course of education. The Junior High Schools (four classes), however, do that. Together with the primary schools, they provide a total course of eight years of school education, and so fulfil the provision made in section 45 of our Constitution about the minimum education that all future citizens of the country will be expected to possess. The end of the Junior High School thus indicates the end of the period of universal education.

13. These considerations do not apply to the ordinary two-class schools which can at best be regarded as incomplete Junior High Schools, or extension of primary schools. It is high time, therefore, that their position was defined clearly. If these middle schools have any possibilities of being developed into Junior High Schools, they should be immediately so upgraded. If, however, they have no such possibilities, they should either be turned into good five-class primary schools or abolished altogether. There is no justification for retaining these two-class middle schools. Their retention is responsible for the continuance of a large number of under-qualified teachers in our school system.

### (c) High Schools

14. The total number of High Schools in West Bengal today, i.e., in March, 1954, is 1,418—1,165 for boys and 253 for girls.



15. A reference to Table (Chapter II) will show that the ratio between the number of girls' to boys' schools is much higher today than what it was before the partition. This clearly indicates the increase in the desire for education among our girls and their parents and guardians, which is a healthy sign and should be welcomed.

16. According to administration, these schools are distributed as follows:—

TABLE 5

	Central.	State.	District Board.	Municipal Board.	Private aided.	Unaided.	Total.
Boys	5	22	..	..	743	395	1,165
Girls	1	7	..	1	136	108	253
	6	29	..	1	879	503	1,418

17. In this connection, the following All-India table may also be studied. (The All-India tables provide data for the year 1952-53. The latest figures are not yet available.)

TABLE 6

## HIGH SCHOOLS

	Central.	State.	District Board.	Municipal Board.	Private aided.	Unaided.	Total.
Assam	2	26	..	..	245	33	306
Bihar	5	49	..	..	571	92	717
Bombay	2	54	1	42	887	44	1,030
Madhya Pradesh	1	63	..	31	119	44	258
Madras	1	77	639	99	581	14	1,411
Orissa	1	52	14	1	97	35	200
Punjab	2	65	101	16	123	206	513
Uttar Pradesh	5	120	4	34	910	142	1,215
West Bengal	6	29	..	1	819	468	1,323

18. It would appear that—

- (i) barring Madras, West Bengal has the largest number of High Schools in the whole of India. This is in spite of the fact that in area this much-shrunken State is almost one-fourth of the State of Madras;

- ✓ (ii) among the States, West Bengal has the largest number of-unaided High Schools. Next comes Punjab, Uttar Pradesh and Bihar in the order named, the other States having only few unaided High Schools; and
- ✓ (iii) in the field of Secondary Education local bodies are almost inactive in West Bengal, there being only one school maintained by a Local Board, against Madras's 639 schools managed by its District Boards.

19. Tables 7 and 8 (Appendix 5) give certain other comparative figures for the different States which are significant. They show that in relation to its size, the State of West Bengal has a large number of Secondary School with an average of one Secondary School per 12 square miles of area, though the average enrolment per school is rather poor. It means that while there may not be a real necessity in the immediate future for adding to the number of Secondary Schools in West Bengal, there is considerable room for increasing the enrolment in many of these schools. It is also noted that taking the ratio of Secondary School-going population to the entire population, West Bengal is ahead of the other Part "A" States, excepting Bombay and the Punjab.

20. Table 9 (Appendix 5) gives the total number of teachers in different States as also the number of trained teachers among them. As far as trained teachers are concerned, the position of West Bengal is very poor. Dividing the figures of trained teachers by the number of High Schools, we find that ✓ while West Bengal has on the average 4 trained teachers per High School, the figures for the other States excepting Assam, as shown in the last column of the table, are much higher. West Bengal needs very many more trained teachers. The number of trained teachers at first sight may not appear to be too low, but we see the picture in its true perspective only when we remember that among the "trained" teachers there is a large number of under-graduates including matriculates and even non-matriculates.

21. We may look at the picture from a slightly different angle. The following table (No. 10) shows the number of teachers in High Schools according to their qualifications:—

TABLE 10						
Trained.				Untrained.		
	Graduate.	Inter- mediate or Matic.	Non- Matic.	Graduate.	Inter- mediate.	Non- Matic.
Men ..	2,556	833	288	5,988	4,531	587
Women ..	724	523	197	684	570	172
Total ..	3,280	1,356	485	6,672	5,101	750

Total number of teachers : 17,653.



22. In 1,323 (1952-53) High Schools in West Bengal the number of graduates is 9,952 of whom only 3,280 are trained. So it works out at an average per school of less than 8 graduates of whom 2.5 are trained. This, however, does not give a correct idea, as a large number of High Schools is to be found with only three or four graduate teachers or even less. The number of teachers who possess lower qualification comes to 7,701. The requirements for recognition of a six-class high school are at least four graduates of whom one, i.e., the Headmaster, should preferably be a trained man. This rule, however, is not strictly followed, the word "preferably" being often taken advantage of. This explains how there are High Schools without a single trained graduate. In view of the above it is no wonder that the quality of teaching in most High Schools has deteriorated to so great an extent.

23. We may now pass on to Table 11 (Appendix 5) which gives the comparative figures for expenditure by different States on High School education. The four States which can more or less be compared in the matter of numbers of High Schools are Uttar Pradesh (1,215), Madras (1,411), Bombay (1,030) and West Bengal (1,323). In the matter of expenditure by the State, however, there is wide disparity. Uttar Pradesh spends 168 lakhs, Madras 118 lakhs, Bombay 169 lakhs, while West Bengal spends only about 46 lakhs. The disparity of State expenditure on High School education in West Bengal is indeed striking, particularly when it is seen that the income from fees in the four States is not very different.

24. In 1952-53, the total expenditure on Secondary Education (High and Junior High School education taken together) in West Bengal was a little over Rs.372 lakhs. Of this amount nearly 259 lakhs, i.e., nearly 70 per cent. came from fees and a little over Rs.61 lakhs, i.e., about 16 per cent. came from the State. The remaining 14 per cent. came from Local Boards, endowments and other sources. Comparative figures of percentages for the four States which we have taken for comparison are given below—

TABLE 12

	Fees.	State.	Other sources.
Bombay	46	32	22
Madras	50	23	17
Uttar Pradesh	42	24	34
West Bengal	70	16	14

It will be noticed that the State contribution in West Bengal is the lowest among the four States, while the contribution from the people in the shape of fees is the highest.

inspection of the following table giving the total expenditure on different categories of High Schools in West Bengal:—

TABLE 13

Categories.	Number of High Schools.	Total expenditure (approximate).	Expenditure per school (approximate).
		Rs. (Lakhs.)	Rs.
Government	.. 29	21.9	75,400
Aided	.. 879	173	19,600
Unaided	.. 503	103	20,500

It reveals clearly the enormous difference between the expenditure on State High Schools and privately managed High Schools. Curiously enough the figure for unaided schools is slightly higher than that for aided schools. This is partly due to the fact that there are a few very big schools which receive no aid from the Government.

26. We have said above that from the point of view of numbers only of High Schools in West Bengal, there is perhaps little room for expansion. Unfortunately, as Table No. 14 (Appendix 5) will show, the High Schools are not evenly distributed over the State. It will be seen that the majority of the High Schools are clustered in Calcutta and the five districts of Burdwan, Midnapore, 24-Parganas, Hooghly and Howrah. The remaining nine districts are comparatively speaking poorly supplied with High Schools, large areas there going without any provision for High School education. The six areas mentioned above, if we leave out a large portion of Midnapore, form the industrial regions of West Bengal. Nearly three-fourths of the total number of High Schools are situated in this area, while there are only about 350 schools in the other rural portions of the State.

27. There is obviously a great need for planning and planned distribution of the facilities for Secondary Education in the State of West Bengal, and this must be given top priority in any scheme of reorganisation.

28. The existing duration of the High School course is six years from class V to class X. Some High Schools retain still lower classes, e.g., classes III and IV, and some even classes I and II. Incidentally it may be noted that unlike some other States such as Madras, Bombay and Bihar, which have altogether an eleven-year course (1st to 5th standards *plus* I to VI forms in Madras), of school education, West Bengal has a ten-year course leading to the School Final Examination. The retention of these lower classes in West Bengal has created a number of complications in the working of the High Schools. The presence of class V in High Schools



has allowed the retention of a large number of teachers who are at best qualified to teach in primary schools and who should, therefore, not be retained as a part of the staff of High Schools. We have recommended elsewhere that the minimum qualification for a teacher in the lower division of High Schools should be the possession of an Intermediate Certificate or the new Higher Secondary School Certificate and training. Class V appears to be a fee-paying class, and its retention in High Schools is, therefore, desired for its economic advantage. Enrolment in class V is comparatively larger than in other classes in High Schools which thus derive a large amount of fee income by keeping this class under them. Educationally, however, this is not a sound proposition. Class V belongs properly to the primary stage and for this stage teachers need not be academically very highly qualified, but should be trained in methods through which children can be interested in the process of learning. In higher classes the teachers should know more of the subject-matter. Unfortunately standards being what they are now in West Bengal, the amount of knowledge of a subject possessed by a Matriculate teacher is extremely meagre. It is, therefore, necessary that class V should be incorporated into the primary stage proper as soon as possible, thereby transferring the academically less qualified teachers from High Schools to primary schools. One way of solving the present difficulty that might be suggested would be to allow the District School Board to permit for the time being the opening of a fee-paying fifth class attached to a free four-class primary school, the fifth class being made free when the primary school is converted into a basic school. The large number of fifth classes along with their teachers will thus be gradually transferred to the free primary schools without causing any immediate loss of fee income to the entire school system. Although the Secondary Schools will lose the fee income from these classes thus increasing the amount of deficit payable by the Government on account of the Secondary Schools, it will at the same time place additional funds in the hands of the District School Boards and thus relieve the Government to the same extent in respect of the statutory grants to these Boards. In order to enable the primary schools to add a fee-paying fifth class, the present Primary Education Act will have to be suitably amended, but no difficulty is anticipated in this matter.

29. A study of the enrolment of pupils in different classes of High Schools situated in different areas of the State would be of great interest. We wanted to have the entire picture in this respect, but owing to shortness of time we could get the details only about Calcutta, the 24-Parganas and Nadia in time. They are set out in Table 15 (Appendix 5). As a sample, however, this was sufficient for our purpose.

30. There is no uniformity in the matter of enrolment. The average number of pupils in classes V to X vary widely. In the rural areas the average number is round about 200 including the enrolment in class V which, as we have already said, should properly belong to the primary stage and should, therefore, be separated from the High Schools.

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31. In Calcutta, there are 12 boys' schools with an enrolment between 1,000 and 2,000, the highest being in Belegghata Deshbandhu High School (1,941). There are at least 24 boys' schools in Calcutta with an enrolment of less than 300, in five of which the enrolment is below 200.

32. As regards girls' schools, there are only 4 with an enrolment above 750, the highest being in Sir Ramesh Mitter Girls' School (994); in 10 schools it is below 300, and in 10 others it is below 200.

33. In the district of 24-Parganas, there are 3 boys' schools with an enrolment of above 1,000. In 68 schools (out of 150 of which figures were made available) the enrolment is below 250, and in 42 schools, it is below 200. Only 3 girls' schools of this district have a roll strength of more than 500 while in the rest it is less than 200.

34. In the district of Nadia, there are 6 boys' schools with a roll strength beyond 500 and 21 (out of 39) with less than 250, and in 14 schools it is less than 200. Of the 4 girls' schools, one has an enrolment of about 700, two others between 200 and 250, while the fourth only 111.

35. The question naturally arises as to what should be the minimum enrolment in a High School which will enable it to be run economically and efficiently. This should be fully worked out by the Board and the Department, keeping in view the necessities for adequate staff, building, equipment, hostels, library, playgrounds, laboratories and workshop and other amenities like provision of tiffin.

36. We feel that the minimum enrolment necessary for the purpose of recognition should vary according to the area. In the Calcutta area it should preferably be not less than 300, in urban industrial areas 250, and in purely rural areas 200. In the case of girls' schools in purely rural areas, the minimum may be fixed lower.

37. Table No. 15 (Appendix 5) gives an abstract of the position with regard to enrolment. It shows clearly the large drop, specially in rural areas, in the number of pupils from class V to class X. The largest drop occurs after class IX, as barely 50 per cent. of class IX pupils are given promotion to class X. The reason may be found in the following two rules for recognition of schools:—

“The recognition is to be withdrawn or grant will not be sanctioned—

(i) if the enrolment in classes IX and X falls below 20 per cent. of the roll strength, and

(ii) if a certain fixed percentage of passes to the total enrolment of class X is not maintained.”

38. In order to maintain the minimum of 20 per cent. roll in classes IX and X combined, promotion to class IX has to be made liberal, while fulfilment of the requirements about the minimum percentage of passes requires that promotion from class IX is restricted. This is undoubtedly an ingenious device to evade the rules, however much it might be detrimental to the true interests of education and of the pupils. The result



is that a large number of pupils are detained every year in class IX. Some of them do pass the School Final Examination in subsequent years, but the majority fail to do so and ultimately leave the school frustrated, qualified for nothing. In a well regularised system, after a certain stage has been reached, the number of pupils who would drop off by the way should be as small as possible.

39. In the scheme as worked at present, pupils who are found unsuitable early in their career and are ultimately to be rejected are dragged on in the High School education. The only possible reason for this seems to be that they simply carry on and are allowed to do so for want of anything better. That this aimless pursuit lands them inevitably in disaster in the end does not deter either the pupils or their parents from following this course. This state of affairs clearly indicates the need for screening somewhere midway in the present secondary stage, and for diverting a large proportion of children who do not find the system of general academic education congenial to their tastes and talents, to more fruitful lines of technical or practical and vocational education, and so help them to become better and more useful members of society.

40. The results of the final examination at the end of the High School stage also support this point of view. Notwithstanding all sorts of concessions and leniency shown to the candidates, almost half the number of pupils appearing at the School Final Examination fail to pass every year. The condition was even worse in this respect in the days of the University Matriculation examination.

41. These are forceful arguments in favour of diversification of the High School course both within and outside the system of general education, and the provision of parallel courses of technical and practical studies leading to different vocations.

#### *(d) Intermediate Colleges*

42. After the High Schools comes the problem of the Intermediate Colleges. There are in all 57 degree colleges including Intermediate Colleges, and 32 purely Intermediate Colleges. Of the degree colleges, 10 are managed by Government and of the Intermediate Colleges only 2. A large number of the Intermediate Colleges came into existence under the Dispersal Scheme of the Government of West Bengal and they are all under the academic control of the University of Calcutta. The Intermediate Colleges provide a two-year course. Many professional colleges demand as their minimum qualification for admission the possession of the Intermediate certificate. In this sense, it is not the School Final but the Intermediate that is really the end of an educational stage. After this stage is reached, one is allowed to go to the University degree course or to the other higher professional courses.

43. As regards the future of these Intermediate Colleges, the Vice-Chancellor informed us that the University was of opinion that admission to the University should be only after the Intermediate stage. This view

was supported by a number of other witnesses. In this connection, the Registrar communicated to us the report of a Committee of the Syndicate on the recommendations of the Indian Universities Commission (Minutes of the Calcutta University Syndicate meeting, August 23, 1952, page 578). This Committee also expressed similar views as will be seen from the extract given below—

“With regard to the total period of study and the stages into which it should be divided, the Committee arrived at the following conclusions:—

1. That University education should begin after the present intermediate stage. The Committee agrees with the Commission in its recommendation that ‘in the matter of admission to the University there should be a general recognition that Intermediate examination should be the admission test’.
2. That in view of the fact that any reorganisation of University teaching will not produce hope for results without a corresponding improvement in school teaching, steps be taken for the establishment of Intermediate Colleges which would also incorporate two top classes of present-day High Schools and in which there would be arrangement for teaching by teachers with the best academic qualifications.
3. That a student should be allowed to appear at the Intermediate examination only after twelve years of schooling.
4. That the first degree course (both Pass and Honours) should cover a period of three years.”

44. These views are in complete accord with those expressed by the All-India Secondary Education Commission, and by the Central Advisory Board of Education, and we are entirely in agreement with them. We may assume that when University education is reorganised in the State of West Bengal, the intermediate stage will be separated from it.



## CHAPTER V

## The new pattern of Secondary Education

1. We have seen that at present the total period of school education in this State extends over 10 years divided as follows:—

- (a) 4 or 5 years of Primary or Basic education (classes I to IV or V), followed by
- (b) 4 or 3 years of Junior High School or Senior Basic School education (classes V or VI to VIII), and
- (c) 2 years of High School education (classes IX and X).

2. The consensus of educational opinion today regards this period as inadequate and suggests a longer course, some favouring an eleven-year course and others a twelve-year one. The Sargent Report as well as the School Education Committee of West Bengal suggested an eleven-year course while the University Education Commission have recommended the second alternative.

3. The implementation of the recommendation of the Secondary Education Commission will result in the secondary course of the new pattern extending over twelve years. Most of the States have at present an eleven-year course which, with the addition of one more year (the first year of the present Intermediate course), will become a twelve-year course.

4. In West Bengal, the University has decided that the entire intermediate stage should go with the school. Therefore, the twelve-year course is expected to reach a definitely higher standard in our case than what an eleven-year (10 *plus* 1) course would otherwise have done.

5. This twelve-year course should, in our opinion, be distributed as follows:—

- (a) 5 years of Primary education, followed by,
- (b) 3 years of Middle or Junior Secondary or Senior Basic education (class VI to VIII), and
- (c) 4 years of Higher Secondary education (classes IX to XII) made possible by the inclusion of the present University Intermediate course of 2 years in the Higher School.

6. This will be the ultimate pattern of school education in this State, and it will be in consonance with the Directive of the Constitution of India (section 45) which enjoins education for all to continue for a period of eight years up to the age of 14. It will mark the end of a definite stage of education and it will be followed by a period of 4 years of integrated education diversified in character to suit the varying capacities, tastes and aptitudes of young people who have reached the age of adolescence when latent talents and tastes are apt to manifest themselves.

7. In the existing circumstances a large number of pupils discontinue their studies at the end of the primary course because compulsory education does not extend at present beyond that age. Boys and girls are not sufficiently developed at this stage (age 11 years) to pursue a regular trade or vocational course. All that they can be expected to do is to serve as helping hands in their fathers' trade or vocation such as agriculture, weaving, gold and silver smithery, carpentry, pottery, etc., or to work in retail shops run by the family. Their progress may be slow, but they will learn the work without undue strain as they will be under the fostering care of parents and the family. No general classes need be opened for these children, but provision may be made for their training in vocational or trade courses in selected technical schools when they attain the age of 14-15.

8. Those who continue their general education will go for studies in the Junior High Schools for three more years. This completes the period of general education. In this scheme of general education besides the languages and literature there should be provision for general science, social studies, general mathematics, crafts, drawing, music and arts and for home science for girls. The details may be left to the West Bengal Board of Secondary Education which has been proposed elsewhere in this report. At the end of the Junior High School stage there will be a public examination which may be called the General Certificate Examination. At this stage the pupils will have developed sufficiently marked tastes and aptitudes to enable a classification being made by a public examination into those who would be considered suitable for the higher secondary course and the others who may be suitable for various types of trade courses. Only those who pass the General Certificate Examination will be allowed to go to the secondary stage proper and join higher secondary schools (or, in the interim period, the High Schools). The duration of the higher secondary course will be four years. The trades courses may be provided in selected Junior High Schools or even separate schools specially established for this purpose. Those who will go to higher secondary schools will find there a variety of courses from which to choose according to their abilities, aptitudes and interests. These courses should be organised by the Board of Secondary Education in collaboration with the Departments of Industry and Agriculture.

9. About the organisation and courses in higher secondary schools we are in general agreement with the views of the Secondary Education Commission. They may serve as the basis for framing the details by the West Bengal Board of Secondary Education.

10. The results of the second public examination at the end of the higher secondary course should make it possible to effect a further separation of the passed candidates into (a) those eligible for admission to the University and to the higher technological and professional colleges, and (b) those who are not so eligible and have to terminate their studies at this



stage with a Higher Secondary School Certificate. This certificate should enable them to secure employment under Government or in private offices. Some of the latter may also join polytechnics offering diploma courses.

11. In this connection, a suggestion made by the International Team deserves consideration. We endorse their suggestion that both the higher secondary course of 12 years and the existing High School course of 10 years should be made flexible in their objectives so as to cater for pupils who wish to offer them as their terminal courses of study. While the external public examination will be held for only the higher secondary course, a certificate at the end of the ten-year course may be issued by the school authorities to those who have successfully completed the High School course on the basis of an examination conducted according to a procedure laid down by the West Bengal Board of Secondary Education. For those who leave the school after the tenth class with a certificate given by the school, different types of technical courses may be provided in Polytechnics, ending in a Diploma. Such a course now exists in Madras and it may be conveniently adopted in this State with such suitable modifications as may be found necessary. At least one such Polytechnic may be opened in each Division to start with. We suggest that the Central Government might bear half of the cost of capital expenditure in this connection, the rest being borne by the State. Those who do not wish to take up any technical course after the tenth year course may be employed in Government service or in private offices, for clerical and other jobs. We presume that the present policy of the Government of recruitment of officers for its different departments will be modified so that a large number of these posts would in future be thrown open to those who have obtained their school leaving certificates.

12. We have given a rough sketch of the course of general education up to the end of the secondary level. This course is not a straight line, but has a number of turning points, which serve as landing stages. Apart from the many who drop out for various reasons throughout this course, large groups of children actually finish their education at each of these turning points. A well organised system should, therefore, provide at these turning points parallel courses suited to the varying interests and abilities of children who cannot follow the general course. The duration of these parallel courses would of course depend on the nature of the course. Unfortunately, ours is a single-track system. We have no organised special courses of this type. We recommend therefore that these parallel courses of practical and vocational nature should be provided at the different turning points.

13. Generally speaking, children discontinue their general studies at the following ages:—

- (a) At about 10 or 11 at the end of the Primary course. (We have left out of consideration the children who leave at an even earlier stage because of various reasons.)

- (b) At about 13 or 14 at the end of the Middle or Junior High School.
- (c) At about 16, after passing or failing to pass the Matriculation Examination.
- (d) At about 18, after passing or failing to pass the Intermediate Examination.

14. We are not concerned with those who go to the professional or vocational courses after passing the Intermediate Examination. They go to the higher technical or vocational institutions which mostly belong to the University stage. We are concerned with the students leaving at the three previous stages in their life and we should try if possible to provide parallel courses, part-time or full-time, for them. It would obviously be not possible to provide a large number of different types of courses in every institution, multi-purpose or technical schools. Arrangements will have to be worked out on a co-operative basis for each institution to offer only a limited number of types such as might be justified by the circumstances of the school and the region in which it is situated, so that, taken together, the schools will offer a wide choice of courses to the youth residing in that region.

15. With regard to the first category of pupils we have given our opinion at the beginning of this Chapter that they can serve but as helping hands in the trades and vocations of their parents. Children leaving school at about 14 have reached the stage of adolescence and should be physically fitted for manual work and for proper vocational training. At this stage, as we have already suggested, an effective screening should take place, and those who do not fit properly into academic courses of a higher type should be diverted to the various vocational courses. These will require more of practical work and less work of a theoretical type, and the duration of the courses will be 2 to 3 years, i.e., the students will finish the school courses at the average age of 16-17, to be followed by 2 or 3 years' apprenticeship leading to professional recognition at the age of 19-20. The students who have completed the 2 to 3 years technical course and apprenticeship training may also be permitted to go in privately for the Polytechnic Diploma course and thus improve their status and prospects if they choose to do so.

16. A general list of suitable courses that can be offered is given in Appendix 3. The detailed methods and procedure may be worked out by the Board of Secondary Education.

17. Students leaving school at the age of 16 whose academic attainments may be a little above the existing school final standard of the Board of Secondary Education should be entitled to enter any of the Licentiate courses in Civil, Mechanical and Electrical Engineering, and other courses to be opened in future. Some of them may like to take up some trades mentioned in Group II and follow them with greater efficiency.

18. In addition to the full-time technical schooling indicated above, we believe that evening and other part-time technical courses should be provided suited to different age levels and that these should be organised by the State in co-operation with the All-India Council of Technical Education.

19. We feel that the sooner a well articulated system of education of the type described above is started the better for the youth of West Bengal. The purely academic training which is being taken by all who go in for Secondary Education has led to a great deal of frustration and wastage of man-power which no State can afford.

20. To sum up, we recommend that after five years of primary or junior basic education, there should be a middle or junior secondary or senior basic stage which should cover a period of three years, to be followed by higher secondary stage which would extend over a period of four years and which would include the whole of the present intermediate college course.

21. The above reorganisation cannot take place overnight. It will involve among other things the following main changes:—

- (i) Removal of class V from junior high schools to primary schools;
- (ii) transformation of the existing middle schools (i.e., two-class junior high schools) into either complete junior high schools or five-class primary schools;
- (iii) transformation of the existing High Schools into either higher secondary schools with the addition of two more classes or into junior high schools by the removal of the two top classes;
- (iv) transformation of the existing Intermediate Colleges into four-class higher secondary schools by the addition of two more classes at the lower end;
- (v) introduction of trade and other types of practical courses at appropriate stages;
- (vi) introduction of diversified courses in the secondary stage;
- (vii) reorganisation of the entire examination system by the introduction of two public examinations one at the end of the 8 years of elementary or general education, i.e., at the end of the junior high school stage and another at the end of the higher secondary stage, i.e., after 12 years of education. The character of the present intermediate examination will have to be changed as a result of the introduction of the diversified courses at the secondary stage; and finally
- (viii) setting up of an appropriate machinery for the administration of this diversified type of secondary education.

All these will take time and they will have to be properly planned. In that planning, priorities will have to be determined.

22. To give an example of the need for planning, we shall cite the instance of transforming the High Schools, i.e., item (iii) in the above list. Which High Schools are to be elevated to the status of higher secondary schools? Which schools have the nucleus ready for such transformation? Then again which of these schools should better remain as strong and efficient junior high schools rather than as weak high or weaker still higher



secondary schools? Decision on all these points will involve a detailed study of the present position and available resources, the accommodation, present roll strength and future possibilities in these respects and similar other things.

23. On this point, we may describe our experience derived from one of our school visits. We visited a number of schools near Pandua in the district of Burdwan. In Pandua itself in the course of the last few years a High School has been developed. Within a radius of three or four miles three other High Schools have been functioning—one at Ilsoba-Mondlai, a school of a hundred years' standing to which the pupils in top classes from Pandua used to go till three years ago when it had its own High School; another at Jamgram which also came into existence some years ago with a fairly good building set up by the generosity of the local zamindar, but Jamgram is only about a mile from Ilsoba-Mondlai and till it had its High School the children from this village used to go to Ilsoba-Mondlai for their High School education without any difficulty; and a third at Itachona about a couple of miles from Pandua on the other side of the railway line. The Itachona school also used to receive pupils from Pandua and neighbouring villages. It has excellent buildings with extensive playgrounds. In addition, of late an Intermediate College with good laboratories has been established there under the dispersal scheme.

24. Why can we not develop an educational centre at Itachona (with all facilities) with a multi-purpose higher secondary school and a trade school? The other High Schools in the locality have neither the resources nor the potentialities to develop into higher secondary schools with even single sections.\* They are perhaps better fitted to be junior high schools. Perhaps Jamgram because of its good building may have a trade school attached to it. If at Itachona we provide inexpensive hostels it has possibilities of developing into a fine educational centre for the neighbouring countryside providing a complete course of education up to higher secondary for those who are capable of taking advantage of that type of education and parallel courses at a lower level for those who would branch off for practical and vocational courses.

25. Instances like that of Itachona can be multiplied from all over the State. We consider that it is the duty of the State to bring facilities of primary education as nearer home as possible to the children of school-going age. On the other hand, if we want to avoid waste and inefficiency, we should not strive to provide every village with a junior high school or a High School. Students over 11 years old should be expected and even encouraged to walk a couple of miles or so for their education beyond the primary stage. We visualise a system of junior high schools each serving as a central school for a number of feeder primary or basic schools.

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\*We do not recommend single-section higher secondary schools. Such schools should always have besides two sections providing general courses, at least one technical course section.

26. Similarly, at the secondary stage, we visualise the existence of multi-purpose higher secondary schools fed by a number of junior high schools. It is obviously not possible for all the 1,400 existing High Schools of the State to be converted immediately into the higher secondary schools teaching up to the 12th standard, with diversified courses; nor is it necessary that it should be so. The process will take time and have to be spread over a number of years. The number of such junior high schools can only be determined after proper planning, taking the requirements of the area concerned. This will be one of the important functions of the new Secondary Education Board to come. However, taking the existing High Schools into consideration, we would suggest that if about 400 (i.e., one school in each thana) High Schools in West Bengal could in the near future be upgraded into the new types of higher secondary schools with provision for diversified courses and the remaining 1,000 High Schools equipped as good junior high schools teaching up to the VIII standard, to serve as feeder institutions for these upgraded higher secondary schools, it would go a long way to help in the realisation of our objectives. This should not, however, be regarded as a step towards restricting the facilities for secondary education. As years go by, the number of multi-purpose higher secondary schools is bound to go on increasing proportionately. Besides, by admitting children from a number of existing High Schools into a multi-purpose higher secondary school, the latter will be a much more purposeful and bigger and therefore a more viable and economic unit. Moreover, even if the number of higher secondary schools be much less, they should accommodate by far a major portion of those who are in the High Schools today. We said a "by far major portion", because we believe that with the proper development of the system with its subsidiary branches imparting trade and other practical courses a large number of those who are now detained in class IX or in the School Final Examination every year would be diverted more and more into other channels leading to profitable employment.

27. It has been said that a village High School brings High School education at least at the door of every village boy. In fact this argument has been responsible for bringing into existence a large number of weak, badly equipped High Schools with poor accommodation and inadequately trained staff. This desire for High School education is closely associated with the requirements for a large number of employments which lay down "matriculation" as a minimum requirement, though "matriculation" in this context means little more than a general standard of English. A certain number of practical and professional courses also require that candidates for admission to those courses should be at least matriculates. We suggest that in the new set-up of things, these requirements are revised. Further, for all cases, competitive admission and not academic qualifications, within minimum age requirements should be laid down, intellectual attainments being found out by means of special tests appropriate to the specific requirements in each case. In this connection, we would like to endorse generally the views of the Secondary Education Commission as expressed in their Report on page 201.

28. However much one may sympathise with the spirit underlying the extension of mass education, one has to be careful that the spread of education does not affect its quality adversely. The very fact that many of the village High Schools have poor staff, equipment, etc., is a sure indication that in many such cases quality is being allowed to suffer seriously for the sake of quantity. Large amounts of State aid given to such schools could be better utilised elsewhere.

29. Let us give an example by way of illustration: School "A" in the district of Nadia selected at random: receiving grants-in-aid from the State has the following enrolment in different classes:—Class V—42, VI—40, VII—37, VIII—24, IX—18 and X—9 making a total of 170. It has on its staff one trained graduate, three graduates, three matriculates and one non-matriculate. In the years 1950 and 1951, 22 and 8 pupils, respectively were in class X of whom 4 and 3 pupils passed. We submit that with this enrolment (25 per cent. of pupils in class V which, in our view, should be separated from the High Schools), it is not possible for this particular school to (a) maintain a reasonable high standard of education, (b) pay its teachers properly, and (c) provide all those educational necessities, which invariably go with good education. A large subsidy from the State may perhaps enable it to do so. In that case, the State would be spending more money per capita for this school than on a neighbouring school with better enrolment, equipment, etc., which could have easily taken in the pupils in the top classes of the poorer school and provided them with better education. This would be uneconomical and wasteful and also perhaps not justified save to some extent in the case of educationally backward classes. The school mentioned above is by no means to be regarded as an isolated instance. There are many such schools all over the State.

30. The one thing that we have to guard against is that no one who has the ability to profit by it is denied the opportunity of receiving Secondary Education because of his poverty. If such children can be given facilities of studying in centrally situated multi-purpose High Schools without much additional expense there would be no justification for maintaining many of the existing rural High Schools. To select such children we suggest that in the General Certificate Examination at the end of class VIII, there should be provision for the award of free places and stipends for really meritorious pupils who with such help will be in a position to join the multi-purpose higher secondary school in the neighbourhood. The multi-purpose school should be provided with hostels which are inexpensive and where accommodation will be free. They will offer opportunities for simple living on standards which do not differ much from the standards of living at home for the majority of the pupils. Those pupils who are awarded free places as a result of the General Certificate Examination may be allowed also to pay their hostel charges in kind. We have been assured that this is permitted now in quite a number of hostels in village High Schools. We attach great importance to village school hostels. If properly organised they can provide a kind of training which cannot be obtained elsewhere.



We may add that such hostels can succeed only if they provide accommodation for single and married teachers, who are not residents of the locality. These hostels will enable the school to serve a large area by providing midday meals to those who would come from a distance. We know that a large number of children, in the past, used to attend school, as some do even today, from distances as far as five miles.

31. What we have been saying here further emphasizes the need for careful planning in education which we have been advocating.

32. The inclusion of the intermediate classes in the secondary stage would require the consent and co-operation of the University authorities. It will also involve a revision of the present University Act. Further, many degree colleges derive a major portion of their income from the attached intermediate classes, the severance of which will affect adversely their finance. This and other similar problems will have to be faced by the State.

33. We have suggested that at appropriate stage, trade and vocational courses should be arranged for those who would not be found fit for continuing their general education. In organising these courses, the requirements and potentialities of a locality should be taken into consideration.

34. All these would need careful planning. When the new Board of Secondary Education comes into existence, it will be one of its main functions to conduct a careful survey of the educational requirements and to prepare a detailed plan for reconstruction for the entire State for the consideration of Government.

35. We presume that the preparation of this plan will take at least a couple of years which will be the interim period when the *status quo* of the existing schools will have to be maintained. During this period those who are likely to revert to the position of Junior High Schools will have had sufficient notice and time to close down their top classes gradually. In the meantime, plans will be prepared and steps taken to give effect to them. As an immediate step we may perhaps begin by transforming the existing Government schools and Intermediate Colleges into complete four-class Higher Secondary Schools.

36. Another step that will have to be taken soon is the provision of a practical craft course in every High School. Teachers will have to be specially trained to teach these subjects. Crafts are to be introduced in the Junior High Schools too without delay.

37. As regards languages to be taught in the Secondary Schools, we are of opinion that English and Bengali should be the two compulsory languages throughout the High School course, i.e., 6th to 12th standards (7 years). Rashtra Bhasa or Hindi is to be taught in classes VI to VIII (3 years), and a classical language or special English, or Hindi, or even a foreign language like French, German, at the option of the candidates, is to be taught in classes IX to XII. It would mean 3 languages being taught simultaneously throughout the Secondary School course, viz., Bengali and

English and Hindi in classes VI to VIII and English, Bengali and classical language or additional English or Hindi or a foreign language (wherever available) in classes IX to XII. This should not be considered to be an undue burden as it has been found to work satisfactorily in other progressive countries.

38. A word about the medium of instruction in the Higher Secondary Schools. There has been a great deal of controversy about the medium to be adopted at the University stage and the matter is being discussed with great force, in the press and on the platform. Without going deeply into the merits or demerits of the question, which is an all-India one, we wish to express the opinion that in view of the paucity of good books in the regional languages specially for scientific and technical subjects, English has to continue for many years to come as the medium of instruction in the Universities. Since the completion of the higher secondary course would lead generally to the University and other higher courses in technology, engineering, etc., it is advisable to make English the medium of instruction in the two top classes, i.e., 11th and 12th, in the Higher Secondary Schools. This will also facilitate the smooth transfer of the present Intermediate course into the higher secondary school course without much dislocation or confusion.

39. We shall now proceed to describe in detail the machinery that is to be set up for the planning and administration of the new type of Secondary Education we have been trying to visualise in this chapter.

## CHAPTER VI

**Administration of Secondary Education**

1. A thorough reorganisation of the administrative machinery for Secondary Education will be necessary before the reconstruction of Secondary Education in the State of West Bengal on the lines proposed by us will be possible.

2. The present administrative set-up for education in all the States in India consists of a Department of Public Instruction—it is termed “Department of Education” in some States—under a Minister assisted by a Secretary at the Secretariat level and a Director as the executive head of the Department responsible for offering technical advice to the Minister in all educational matters and for carrying out the policy of the Department. The Director of Public Instruction—we prefer the designation “Director of Education”—is in charge of all kinds of education excepting education in the Universities, which are autonomous bodies. For carrying on the administration of the different types of education, the Director has under him a full complement of staff including Deputy and Assistant Directors and Inspectors.

3. In many States there is also another body called the Board of Secondary Education for looking after that particular stage of education. Some of these Boards are only advisory bodies advising the Director of Education on matters dealing with Secondary Education, while some others have also executive functions allotted to them. A number of these Boards have the Director as the Chairman, as in Madras, Bihar, Uttar Pradesh, Madhya Pradesh, Madhya Bharat, Delhi, while a few have separate Chairmen. Bombay has a Board of Secondary School Certificate Examination under a Joint Director. Travancore-Cochin also have a similar Board for the conduct of examinations only.

4. We are of opinion that the present set-up of the Directorate will not be able to cope with the task of reorganisation of the order we are visualising now. The entire Directorate will have to be reorganised by the creation of a number of new posts and redistribution and expansion of its functions. As a first step in that direction, we recommend a change in the position and powers of the Director of Public Instruction. In actual practice now, the Director has to submit his proposals through the Secretary. This has often led in the past to the Director's proposals being subjected to criticisms by subordinate officers of the Secretariat. Such intervention of the Secretariat staff is not only undesirable but irksome. If education is not to be treated as a mere administrative problem, we feel that the Director of Education should be mainly responsible for advising the Minister and, for this purpose, we recommend that the Director should be also the Secretary of the Department, and, if this be not possible immediately, that he should have at least the status of a Joint Secretary and have direct access to the Minister. In such a case, there should be a clear-cut division of functions, the Director being given the final authority in all matters excepting those of policy and



finance. Moreover, we do not see any justification for the Secretary to maintain a large office. This leads not only to a duplication which is avoidable, but also to a great deal of administrative inconvenience. We wish to point out that the recommendations made above about the position of the Director in the new set-up is in line with the ideas expressed by the Sadleir Commission as well as the Mudaliar Commission.

5. Before proceeding further about the reorganisation of the staff of the Director below the level of the Director, we shall discuss the question of the setting up of a new Board of Secondary Education in West Bengal. It will also carry with it fresh arguments in support of the changes we are proposing in the Directorate of Education.

6. A great deal has been said and written during the past thirty years and more about the need for a Board of Secondary Education in Bengal; we do not wish to adduce fresh arguments in favour of setting up such a Board. In fact a Board was set up a few years ago and it had been functioning till the beginning of this year when it was superseded by the State Government.

7. We have stated elsewhere that in free India the State must take upon itself directly the entire task of planning and providing Secondary Education. It cannot be left to the public as in the past, for then its growth will be hampered and tend to be haphazard and its quality poor, nor can it be handed over to some other agency in which case, the control of the State being indirect, the growth and quality of education are likely to suffer. There are certain things, of which education is one, which cannot be left to the chance decisions of a majority, because quality matters here more than anything else. Moreover, planning has to go with finance. It is only the authority which provides finance that can plan and put the plan into action.

8. We may be permitted to make one observation about the demand for an autonomous Board. With the termination of alien rule and the end of the days of communal Governments, the main grounds for distrust of the Government have disappeared. In the altered circumstances of today, therefore, a Board which will be advisory in its functions but authoritative in its sphere, although not assuming executive duties, should be welcome and not looked upon with suspicion. In fact, it should provide a check on the action of officials of the Government and on undesirable influences on teachers. It will also have the advantage of making the Government of the day directly responsible to the Legislature for the conduct of Secondary Education.

9. In view of the above, we have no hesitation in endorsing the views of the Secondary Education Commission and commending the setting up of a Board of Secondary Education mainly with advisory functions. The executive functions will be in the hands of the Directorate, but the Board will advise the Government on all matters relating to Secondary Education.

10. The Secondary Education Commission has suggested that the Director of Public Instruction should be the Chairman of the Board, as he at present is in many States. We would recommend for West Bengal a

non-official Chairman, the Director of Public Instruction being a member of the Board. The status of the Chairman should, therefore, be sufficiently high so that he may preside over a Board of which the Director of Public Instruction and other Directors are members.

11. Though we have said that the Board will be advisory in character, it will be seen when we describe its functions that it will have large powers with regard to such vital matters relating to Secondary Education as curriculum, text-books, examinations, etc. Matters like the actual conduct of examinations, granting of recognition and aid will be in the hands of the Directorate, though in these, too, the advice of the Board will be sought and the Board will be responsible for plans for the future development of Secondary Education.

### *Functions of the Board*

12. The Board will have the following functions:—

- (a) To prepare plans for the development of Secondary Education and a better and more equitable distribution of the facilities for Secondary Education in the State;
- (b) to lay down conditions for the recognition of Secondary Schools of different categories and the qualifications of their teaching staff and also for giving grants to them;
- (c) to recommend the recognition of Secondary Schools and grants to them;\*
- (d) to approve text-books for the different courses;
- (e) to appoint examiners, paper-setters, etc., for the examinations;
- (f) to appoint Committees of Experts to advise on the syllabuses, etc., for the different courses of study and also other Committees as the Board may consider necessary for discharging its functions;
- (g) to frame courses of study in different subjects on the recommendations of the Expert Committees that may be appointed by it for these purposes;
- (h) to lay down rules for the conduct of the General School Certificate Examination and the Higher Certificate Examination or any other such examinations that it may institute, and generally to deal with all matters relating to the conduct of such examinations;

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\*While framing the conditions of recognition and grant the Board will be well advised to scrutinise the existing conditions carefully and also to consider the rules suggested by the Secondary Education Commission on page 188 of its Report. We consider the present conditions to be rather easy. For example, for recognition purposes, a sum of Rs.1,500 only is all that is required to be in the reserve fund of the school, whereas Madras requires a reserve fund of Rs.35,000 before a High School is allowed to be established. The other requirements regarding staff, land, etc., also are, in our view, on the side of leniency. Some of the witnesses who appeared before us suggested that there should be a reserve fund equal at least to the expenditure of the school for a year. We believe that for High Schools, the starting reserve fund should not be less than Rs.20,000. However, it will be for the Board ultimately to lay down the rules. These rules should be such as to ensure sound foundation of the school and once framed they should be strictly enforced.

- (i) to consider disputes between teachers and Committees of Managements;
- (j) generally to advise the Government on all matters pertaining to Secondary Education.

13. (a) In respect of items (a), (b), (c), (d) and (e), enumerated above the Government will take the views of the Board into consideration before coming to a decision; while in respect of the items, (f), (g), (h), (i) and (j) the Government will act according to the advice given by the Board.

(b) The Directorate will be responsible for the execution of the decision of the Government or the Board as the case may be.

#### *Constitution of the Board*

14. We suggest the following constitution of the Board:—

- (1) Chairman, a non-official to be appointed by the Government.
- (2) Director of Education (ex-officio).
- (3) Director of Agriculture or his nominee not below the rank of Deputy Director (ex-officio).
- (4) Director of Industries or his nominee not below the rank of Deputy Director (ex-officio).
- (5) Director of Health Services or his nominee not below the rank of Deputy Director (ex-officio).
- (6) Chief Engineer or his nominee, not below the rank of a Superintending Engineer, nominated by the Government.
- (7) and (8) One representative each of Industry and Commerce nominated by the State Government.
- (9) Principal of a Polytechnic, preferably non-Government nominated.
- (10) Principal of an Intermediate College, preferably non-Government nominated.
- (11) Principal of a Training College, preferably non-Government nominated.
- (12) Principal of a multi-purpose Higher Secondary School nominated.
- (13) to (15) Three Headmasters of whom one should be a Headmistress—all preferably from non-Government institutions—elected in the manner described in the footnote.\*
- (16) and (17) Two Teachers of High or Higher Secondary Schools of whom one should be a woman—elected as above.\*

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\*For the election of the Headmasters, Headmistresses and Assistant Masters and the Principal of the multipurpose Higher Secondary Schools when the system is fully established the following procedure is suggested: The entire State will be divided into a number of regional units consisting of approximately equal numbers of Secondary Schools. (For this purpose two or more districts may have to be grouped together.) Each region will elect all the five representatives—three Headmasters and two teachers. These representatives of regional units will form the electoral college which will finally elect the five representatives on the Board.



(18) and (19) Two representatives of the Legislature—one from the Lower House and one from the Upper House—elected by the members.

(20) to (22) Three representatives of the University of Calcutta—elected.

(23) and (25) Three educationists of whom one should be a woman—nominated by the Chairman of the Board.

One senior officer of the Department of the rank of a Deputy Director will be the Secretary of the Board. Another such Deputy Director will be in charge of the conduct of the examinations. These two officers will have co-ordinate status and the Deputy Director in charge of examinations will be the Secretary of the Examinations Committee.

15. The Board will have the following Standing Committees:—

- (a) Planning and Development Committee;
- (b) Recognition and Grants Committee;
- (c) Regulations Committee, which will appoint Committees of Courses of Studies in different subjects with some experts including a Headmaster and a teacher for each subject;
- (d) Examinations Committee;
- (e) Appeals Committee.

There will also be Standing Committees for (i) girls' education, (ii) technical education, (iii) correlation with the University on matters of common interest, and for other matters as required. Such Committees may be wholly or in part composed of members of the Board.

The functions of the Planning and Development Committee have already been described.

The Recognition and Grants Committee will consider the applications and make recommendations to the Government on such applications.

The Regulations Committee will lay down generally the rules and regulations including those for the conduct of the two examinations and also appoint \*Committees of Courses according to the regulations. The Regulation Committee in consultation with the Committee on Girls' Education will also examine and make appropriate provision for girls' schools and they will also examine the special requirements of other types of schools.

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\*These should, like Boards of Studies of Universities, relate to the different subjects taught in the schools and consist preferably of not more than 12 members as a rule, who will be selected by the Secondary Education Board for a period of 3 years mostly from among the Headmasters and Senior Teachers of the subjects in the schools with a few distinguished scholars in the subject from the University. These Boards will elect their own Chairman and meet at least once a year for the purpose of framing syllabi and settling curricula, selecting text-books, recommending panels of names suitable for appointment as examiners and paper-setters in the subject, discuss questions set in the previous examinations, etc.

From the panels prepared by the Committee of Courses, the Examinations Committee will select and appoint examiners, paper-setters, moderators, tabulators, scrutinisers, etc. The Examination Committee will be a small Committee consisting of the Chairman of the Board, the Director of Public Instruction and three other members of the Board. No one who is teaching in a Secondary School should be a member. The actual conduct of the examinations will be in the sole charge of the Secretary of the Examination Committee.

The Appeals Committee will hear and determine all disputes between teachers and Managing Committees of schools.

16. We have described here in outline the constitution and functions of the Board of Secondary Education as we conceive it. We have not gone into details which must be left to the Board when it comes into existence. The West Bengal Secondary Education Act of 1950 will obviously have to be thoroughly revised and amended.\*

### *Regional Advisory Committees*

17. Along with the Board of Secondary Education, we recommend the setting up of Regional Advisory Committees for Secondary Education to advise the Board on various matters relating to Secondary Education in their areas. The size of the region should, of course, depend on the number of Secondary Schools there, but the best working unit will perhaps be the subdivision of a district.

18. These Regional Secondary Education Advisory Committees should consist approximately of 9 members as shown below—

1. The District Inspector of Secondary Schools (ex-officio);
2. The Subdivisional Officer (ex-officio);
- 3 and 4. Two Presidents of Managing Committees of Schools;
- 5 and 6. Two Headmasters of Secondary Schools;
7. One Principal of a local college, if any;
- 8 and 9. Two prominent persons of the area interested in education.

19. The Committee will be nominated in the first instance by the Chairman of the Board of Secondary Education who will also name the President of the Committee. The District Inspector of Schools will be the Convener of the Committee. The members will hold office for two or three years, and the President of the Managing Committee, Headmaster

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\*In view of the close co-operation that must exist between the Board and the Department, it is suggested that their offices be in the same building. It will improve facilities for work and it will enable the Chairman of the Board to get better assistance of his Secretariat in the discharge of his duties. An entirely separate office is, in our opinion, neither necessary nor desirable.

and the Principals may be selected by a system of rotation. The two educationists (8-9) may also continue to be nominated. There should be no election as far as possible.

20. The Regional Secondary Education Advisory Committee should advise the Board in the matter of planning, of opening of new schools, of selection of teachers and of such other subjects as may be entrusted to it by the Board. Expert advice and guidance will in this way be available to the central authority which will find such local co-operation invaluable in carrying on its work efficiently.

21. A simultaneous reorganisation of the office of the Director will also have to be effected. We suggest that under the Director, there should be a number of Deputy Directors at the headquarters. We have described the functions of two such Deputy Directors, viz., one for examinations and the other for taking charge of the work of the Board of Secondary Education as its Secretary. There should be three other Deputy Directors, one in charge of administration, another of development and a third for research. There will also be a Finance Officer to assist the Director in all financial matters.

22. The Inspectorate will be under the Deputy Director for administration. The Inspectorate too is in need of a thorough reorganisation which we shall discuss presently.

23. The Deputy Director for Development will have under him the Chief Inspectors of Technical Education, Social Education and Physical Education, the education of tribal and backward classes, etc.

24. The Deputy Director for High Education and Research will be in charge of collegiate education, but research will be his most important work. He will have to organise such research. The special officers for vocational and educational guidance and the education of handicapped children should be under his care. He will also have a special officer for information and statistics who will act as the Public Relations Officer. We wish to lay special emphasis on the importance of educational research, as it would influence greatly all future development of education.

25. The present system of inspection was subjected to criticism by many of our witnesses. It was pointed out that inspections were perfunctory, that the time spent by the Inspector at any particular school was inadequate and that the greater part of this time was taken up with routine work like the checking of accounts and looking into the administrative aspects of the school. There was not sufficient time to devote to the academic side, and contacts between the Inspectors and the teachers were casual. The Inspectors who met us generally corroborated these observations.

26. It was also stated that the number of schools entrusted to an Inspector was too large. For example, for the 2,800 Secondary Schools (junior and senior) in West Bengal, leaving aside the Inspectors for Girls' Education, we have one Chief Inspector, one Deputy Chief Inspector and a



number of District Inspectors, who are also District Education Officers as well as Secretaries to the District School Boards which deal only with primary schools. The attention of the District Inspectors has, therefore, to be divided at present between the inspection of Secondary Schools and many other important matters. In the past, the District Inspectors used to inspect the middle schools while for High Schools there were a number of Secondary Inspectors of a higher type and above them Divisional Inspectors, one for each Division. Obviously, under the old system more men were available for the effective supervision of Secondary Schools than at present. We consider the present arrangement to be very unsatisfactory. Secondary Education should have its own inspectorate and we recommend, therefore, the creation of a separate cadre of District Inspectors for Secondary Education along with some Assistant Inspectors and a Chief Inspector at the top. The number of posts in this cadre may be determined by the Government, but in doing so attention should be given to the fact that an Inspector has no more schools under him than he can possibly inspect properly. A maximum of 50 schools per Inspector will, in our opinion, be a reasonable number. It should then be possible for every school to be inspected thoroughly at least once in the year.

27. The Inspectors have an important role to play in the building up of a sound system of Secondary Education. They should not be regarded as persons whose primary role is to point out shortcomings, but rather to advise and guide and suggest remedies for deficiencies. The Secondary Education Commission has suggested the name "Educational Adviser" as preferable to that of Inspector. In countries like the U.K., U.S.A. and others, the Inspectors are looked upon as consultants and collaborators whose first duty is to discuss with Headmaster and teachers their problems in order to help them in finding satisfactory solutions. They also act as carriers of new ideas. The true role of an Inspector should, therefore, be as the International Team has put it, "to study the problem of each school comprehensively in the light of educational objectives, to formulate suggestions for improvement and to help the teachers to carry out his advices and recommendations". For the large majority of schools with inexperienced Headmasters and teachers and poor equipment, it would be not only the duty but a great opportunity for the Inspector to stimulate thought by suggestions and discussions and so spread progressive ideas in schools in which they serve as links.

28. We are in entire agreement with the view that Inspectors must be persons of high academic attainments with at least a good Honours or a good Master's degree and considerable professional training and experience, and that they should be drawn generally from (i) Headmasters or Principals of Higher Secondary Schools with a minimum period of 5 years' experience as Principals, and (ii) Senior Lecturers of Training Colleges. We further believe that persons chosen for the Inspectorate on this basis should generally not continue in that line for a longer period than say 5 years, after which they should revert to their original posts. This will enable a common pool being formed from which Inspectors, Headmasters and Senior Lecturers of

Training Colleges, all with experience, might be recruited. This will also help the Inspectors to approach the problems of the schools with better appreciation of the realities, from their own experience as teachers and Headmasters. If this be accepted, we do not think it will be necessary to organise separate training courses for Inspectors, as recommended by the International Team.

29. The duties of the Inspector today are divisible into academic and administrative, the latter taking up a considerable part of the time which might have been more profitably devoted to advising and guiding teachers. We endorse the recommendations of the International Team that the inspection should be freed from all work connected with accounts and audit which might be delegated to others. For this purpose we recommend the creation of another cadre, a cadre of school auditors who will be recruited from among teachers of Secondary Schools and Sub-Inspectors of Schools. They will receive special training in the Directorate. Teachers have been preferred for this work as they are conversant with the working of schools and their requirements.

30. Before closing this topic, we would like to draw the attention of the authorities and commend to them the excellent suggestions made by the Secondary Education Commission about the panel inspection of schools (vide pages 184-85).

31. The schematic representation given in Appendix 6 will indicate clearly the plan of reorganisation of the Directorate suggested by us. In making the recommendations we have to some extent gone beyond our terms of reference. In justification of this, we may state that the reorganisation of one wing of the Inspectorate naturally affects the other wings, and cannot be done in isolation.

32. The above reorganisation is in reality not so expensive as it may appear at first sight. The staff of the Board will be incorporated with the staff of the Directorate, thereby avoiding much duplication. For example, both the Directorate and the Board have at present Finance Officers with their subordinate staff. This will not be necessary in future. The inspection of Secondary Education at present is very unsatisfactory, and if we are to raise its quality and maintain the minimum standards we cannot help having a separate Inspectorate specially for this type of education. We have provided for both Inspectors and Assistant Inspectors because there are to be the junior high schools, High Schools and Higher Secondary Schools in that stage. We shall consider, in the next chapter, two other important aspects of administration of Secondary Education.

## CHAPTER VII

## Managing Committees and Grants-in-aid

1. We have so far been describing the administration of Secondary Education at the headquarters level. At the local level, the administration of a school is in the hands of its Managing Committee.

2. Every recognised High School in West Bengal has a Managing Committee, the constitution of which is laid down by the authority granting recognition. This authority was formerly the University of Calcutta, but later on it devolved on the Board of Secondary Education. Detailed rules were laid down for the constitution of the Managing Committee. Except for a member to be nominated by the Department of Public Instruction, and that too only in the case of aided schools, all other members were to be elected from various constituencies defined under the rules. The rules were quite elaborate, and as a result the election of the Managing Committee of the local school had become quite a big affair almost like a municipal election with a number of parties contesting one another and carrying on all kinds of propaganda for obtaining votes. These elections thus became veritable battlegrounds for local party politics. The teachers and sometimes even the pupils were drawn into this vortex. It may also be noted that as a result of this system, the recognising authority was faced with election disputes which were quite frequent and over which it had to sit in judgment. Sometimes these disputes were even dragged in to the law courts. All this could not but have a deleterious effect on the school. Everyone with whom we discussed this point asserted that it had indeed been so.

3. We have been asked under the terms of reference to examine "the contribution of Managing Committee towards capital and recurring expenditure of schools and their efficient conduct".

4. Although a detailed analysis of this question has not been found possible in the short time available, it will be seen from the data given in table No. 11 (Chapter IV) that of the annual recurring expenditure on High Schools in this State, as much as 11.5 per cent. approximately is met by endowments, contributions and other sources, and 14.75 per cent. by the State while the balance, which is the major portion of 73.75 per cent., is met from tuition fees. We may, therefore, consider the contribution of the Managing Committees towards recurring expenditure to be about 11.5 per cent. which is not negligible. When we consider that most of the Secondary Schools were founded by private bodies and are being run by them, we cannot help concluding that their contribution towards the capital expenditure must have been very substantial. On the whole, the Managing Committees have played an important role in the development of Secondary Education in this State.

5. We believe that the constitution of Managing Committees can and should be simplified without unduly restricting their scope or composition. We are also of opinion that the system of election brings in party faction in the school which certainly should be the one area completely free from



party politics. We recommend, therefore, that the system of elections for constituting the Managing Committees of educational institutions should as far as possible be discontinued.

6. The first thing we would recommend about the Managing Committees is that the term of a school Managing Committee should be of five years instead of three as at present. Too frequent changes in the Managing Committee are not desirable. A longer period gives stability and strength. It also tones down the effect of party politics. We would have liked to recommend an even longer term, but for the present we should experiment with a five-year term. If it succeeds, we might extend the term in future.

7. There are mainly three parties who may be considered to be interested in the school: the parents and guardians who send their children to school, the teachers who teach these children and a third who may be described as persons interested in education. Each of those three should be represented on the Managing Committee. The teachers are more or less permanent, while individual guardians change. So there is no difference of opinion about the representation of the first two categories. The difficulty arises with the third category because of the many types of interests represented therein. To this category belong persons such as "founders", "benefactors", "donors", "subscribers", etc. A "benefactor" is defined by the University and the Board as one who pays at least Rs.10,000 or land equivalent to Rs.15,000. Such a person should, in our opinion, be a life-member of the Managing Committee, or, if he so chooses, should during his life-time be represented by a person nominated by him. Not many schools have such "benefactors". It is also unlikely that there would be more than one benefactor in a school. If there is, they should all be life-members of the Committee.

8. Those who pay a donation of Rs.500 in cash or Rs.1,000 in land may be classed as "donors". There should be one seat reserved for the donors on the Managing Committee. A register of such donors will be maintained and such donations will have to be fully paid before the election of the Committee. The donor-member will be elected by the donors themselves. He will hold office for two years. If there is, however, only one donor in a school, the membership will be for one single term only.

9. A third class in this broad group will be the "subscriber" who will be entitled to one seat on the Committee, provided there are at least 10 subscribers. Every school should lay down the amount of minimum subscription, the payment of which would enable one to be recognised as a subscriber. It should generally be not less than Rs.12 per annum. Only those who have paid their subscription for at least three continuous years previous to their nomination will be entitled to stand for election.

10. The Headmaster of the school will be the ex-officio Secretary of the Managing Committee. If a school has less than 12 teachers (permanent) on its staff, there will be one teacher-member on the Managing Committee. If the number be more than 12, there will be two. The teacher or teachers

will be selected according to their seniority, only permanent members being eligible for this purpose. The teacher-members will serve for two-year periods only.

11. The Board will nominate a person interested in education as a member of the Managing Committee on the recommendations of the Regional Secondary Education Advisory Committee.

12. The guardians' representatives will be co-opted by other members of the Managing Committee. Schools with less than three hundred pupils will have two representatives and those with three hundred or more pupils three representatives on the Managing Committee.

13. There may be another category which may have to be accommodated on the Managing Committee. Missionary institutions may claim that their parent bodies were "founders" of the institution. The Board will examine each particular case when a claim like the above is made and on examination will decide whether the founder, individual or organisation, will be given one or more seats on the Managing Committee and also whether such membership shall be permanent or for a term only.

14. It will be seen from what we have said above that in future Managing Committees of Secondary Schools would generally be a small and compact body with about 7 or 8 persons as members. All categories of persons really interested in the running and well-being of the school will be represented on it. The system of election will be there, but only in a restricted manner dealing with small constituencies, where there will be little room for party factions.

15. This Managing Committee will elect its President, who will be not a figurehead but one who is ready to help the cause of the school actively. He will be assisted by the Headmaster as the Secretary. There will also be a Treasurer who will be responsible for managing the funds of the institution. With the Headmaster working as the Secretary, the possibility of conflict which in the past has often been the ruin of a good school will be minimised. Moreover, we should insist that if we want to restore the Headmaster to his proper place in the educational world, he should be the Secretary and nothing less.

16. We have indicated here the broad lines of the constitution of Managing Committees of Secondary Schools without going into details. From what we have said the considerations that have weighed with us and the principles that have guided us will be apparent. When the Secondary Board frames its Ordinances and Rules the details may be further worked out. Such rules should always make provision for the recognition of special constitutions which a few schools, for legal reasons, may need, and also for girls' schools, which need to be encouraged, and for which special provision for more women members on the Committee might be necessary.

17. All Managing Committees will have to be approved by the President of the Board of Secondary Education.

18. We suggest the following among the important functions of the Managing Committee:—

- (a) It should draw up definite rules of service wherein the conditions of salary, leave, pension, provident fund, etc., are laid down. These should be approved by the Board and as far as possible be uniform for the whole State. Every teacher on his appointment should receive a copy of the conditions and execute an agreement for service in the school.
- (b) It should provide an endowment for the proper running of the school. A scale of endowments for various types of schools has to be drawn up by the Board after taking into consideration the strength of the school, the number of courses that the school proposes to undertake, and the general requirements of efficiency. We have recommended previously that the amount should generally be not less than Rs.20,000.
- (c) It should satisfy the Board that adequate accommodation is available for the satisfactory running of the school and for games, etc.
- (d) It should conform to the instructions of the Board in regard to the number of pupils admitted per class per section and the total strength of the school, taking into consideration the material facilities and the staff available as well as the number of subjects for which the school seeks recognition.
- (e) It should fix the scales of tuition fees and other special fees for various activities, with the approval of the Board.
- (f) It should prepare the budget of the school and be responsible for the general administration of the school.

19. We also recommend that, unless it is already so, every Secondary School as well as its Managing Committee be registered under an Act of the Legislature. We understand that in the State of Madras every school is registered. We recommend the same to be done with the Secondary Schools in this State.

20. There is one other point connected with the administration of Secondary Education, namely, that of Government's grants-in-aid to schools, which we wish to discuss before concluding this chapter. *Ad hoc* grants were made at one time to schools annually prior to 1948. There had been no definite principle on the basis of which the amount of grant to be given to a particular school was determined. The total amount of grant paid was also rather small. In 1948 the Government introduced the new system of deficit grants. When the Board came into existence, it continued this system, i.e., to give grants on the basis of the difference between the annual income and the approved expenditure of the school, the Board making up the entire deficit. The Government of West Bengal spends annually about Rs.30 lakhs in giving recurring grants to Secondary Schools.



21. The amount of grant-in-aid has been found to vary a great deal from school to school, from Rs.200 in one school to Rs.16,000 in another, per annum. There is no uniformity as to the amount of the grant paid, or in matters of enrolment, staffing, etc. The staffing specially varies a great deal not only from school to school but often also in the same school from time to time, and this state of affairs is expected to continue till some measure of uniformity could be introduced in the staffing and in the qualifications and emoluments of the staff of the different schools.

22. We discuss below the system of grants-in-aid in Madras, Bombay and U.P.

In the State of Madras, the amount of grant payable in any year is normally based on two-thirds of the approved net deficit for the preceding financial year.

In Bombay the grant for a year is limited to one-half of the local assets or one-third of the total admitted expenditure during the previous official year.

In Uttar Pradesh the grant is equivalent to the difference between the annual cost of maintenance of the school and the income thereof from fees and private sources, or half the annual cost of maintenance, whichever is less.

23. In none of the above States, the grant from the State or the Board is fixed on the basis of the entire deficit of a school. The grant from the State thus appears to be more liberal in West Bengal than in Madras, and not less so than in Bombay and Uttar Pradesh. In Madras and in Bombay the grant is given in arrears, i.e., the grant for a year is given in the succeeding year on the basis of actuals for the previous year. Such a system could hardly be applied to schools in the State of West Bengal on account of their unstable financial conditions, specially in the rural areas. Very few schools in West Bengal have any surplus fund and many schools do not have even the prescribed minimum Reserve Fund which is already too small (Rs.1,500) at present. A large number of schools show a considerable amount of tuition fees outstanding at the end of the year, while many others show a considerable fall in income due to decrease in roll strength which has sometimes been found to occur on account of the multiplication of new schools in the neighbourhood. To add to the above, there is noticeable an all-round drop in the contribution from private sources as already pointed out. The cumulative effect of these is that unless the grant-in-aid from the State is received promptly, teachers do not receive their salaries regularly.

24. Almost all the people who met us as well as those who sent memoranda unanimously condemned the existing system as being "wrong in principle, cumbrous and unsatisfactory". It tended to perpetuate inefficiency and inaction on the part of the management and encourage subterfuges and malpractices of all kinds. We were told that it had given a handle on occasions to unscrupulous managements to manipulate accounts. Moreover, the fact that the State has undertaken to meet fully the deficit

of schools has had the effect of discouraging private benefactions. If the State is ready to pay the deficit, why should private citizens contribute to the maintenance of the local schools? Then again, the deficit grant system leaves no room and scope for development. To add to these, the present system of deficit grant does not hold out any encouragement to schools which are well conducted, efficiently managed and show excellent results.

25. Not only is the present system of calculating grants fraught with many evil consequences but the mode of giving them is also defective. Months pass by, sometimes even a year, and no grant is received through no fault of the school, but because the authorities cannot make up their mind or cannot complete the scrutiny of the applications. Complaints were frequent that the Departmental Officers showed more zeal in cutting down expenditure than in understanding the difficulties of schools and trying to help them. So the schools are in serious financial difficulties, teachers cannot be paid regularly and all this leads to a number of undesirable practices.

26. We are convinced that these criticisms are valid. We recommend that the present system of calculating recurring grants as well as the mode of giving the grants to schools should be changed as soon as possible. In a normal system teachers' salaries cover about 70 per cent. of the total expenditure and grants could be made on the basis of a percentage of teachers' salaries. But the West Bengal system cannot be regarded as a normal system. The qualifications of teachers and so their salaries, as we have already said, vary from school to school and teachers frequently change from time to time in the same school. So till the staffing of schools can be more or less standardised it may be difficult to use teachers' salaries as the basis for calculating the grants. Yet this is perhaps the only rational basis. It provides security to teachers, gives them the feeling of being looked after by the State and free from interference of the local management.

27. However, till a satisfactory basis for calculating grants can be devised the present deficit basis system may be continued after liberalising and rationalising it so far as possible and by changing the mode of giving grants. In this connection, we recommend that grants for the next three years may be calculated on the average deficit for the past two years and another 15 per cent. be added to it for development purposes other than an increase in the emoluments of the staff, and a further 5 per cent. should be added to it to meet the normal increase in the salary of teachers and others. The schools should also be definitely informed in advance the amounts of grants they will be paid during the coming three years. The grant for school should be paid in two half-yearly instalments. This we recommend for the next three years which will be the years of planning. Once planning is complete, the new grants decided upon should preferably be for terms of five years.

## CHAPTER VIII

## Teachers in Secondary Schools

1. The teacher is the key factor in education and in every scheme of educational reconstruction. The various problems connected with the improvement of his status, qualifications and training obviously deserve top priority of consideration. On his academic qualifications, professional training and skill depend the quality of education imparted. One of our terms of reference requires us to find out "how far the standard of education prevalent in the schools in West Bengal is affected by the present emoluments and qualifications of teachers". Measurement of standards in such statistically acceptable terms as might be relied upon for effecting comparison with conditions in the past or with those existing elsewhere is always a difficult task and it could not be carried out satisfactorily in the time at our disposal. There is no doubt, however, that the standard of Secondary Education in West Bengal is lower today than it had been in the past, and that the deterioration is progressing rather rapidly. Almost all the witnesses whom we questioned on this point supported this view.

2. Standards in education depend mainly on the pupils and the teachers. Environment does, of course, contribute to some extent, but there is hardly any doubt that the mental equipment of the pupils and the quality of teaching ultimately determine the standards. No one can argue that there is any intrinsic deficiency in the mental equipments of the pupils of today or that they are definitely inferior to the pupils of the past. The numbers today have of course increased many-fold making the base wider, whereas the pupils in the past came from more selected groups with the base narrower, but we have no reasons for believing that qualitatively the best of today compare unfavourably with the best of yesterday. The conclusion appears, therefore, to be reasonable that the average quality of teachers today has deteriorated. We have pointed out elsewhere (Chapter IV) that West Bengal has the lowest number of trained teachers per school. Moreover, the ratio of trained teachers to untrained teachers in this State is lower than that in any of other major State in India. There is also hardly any doubt that the poor emoluments offered to the teachers in West Bengal have kept away a large number of qualified people from the teaching profession. All these have affected adversely the quality of education imparted in the Secondary Schools of West Bengal.

3. The whole situation has to be viewed in the background of the rising cost of living. In the course of the last ten or fifteen years, the cost of living has gone up by almost three hundred per cent., but the teachers' salary has not increased to anywhere near it in proportion. What might have been considered a "reasonable" emolument fifteen or twenty years ago has to be regarded as "poor" today.

4. One direct result of the poor emoluments of teachers has been a lowering of the social status of the teachers. The teacher of today has lost the social status he used to enjoy in the past and he no longer commands



the respect and affection of his pupils as of old. The demand for expansion of facilities in education, paradoxical as it may seem, has also contributed to the lowering of the prestige of the teacher, though in an indirect manner. On the one hand, the increasing demand for larger numbers of teachers has led to the profession being thrown open more and more to people who were not qualified; on the other hand, the disproportionate increase in the number of students in relation to teachers has led to the loss of that personal contact between the teacher and the pupils which enabled the teacher in the past to win the loyalty and respect of his pupils by his qualities of scholarship and character. Acceptance of paid private tuition by the teacher which is now widespread and is done on an almost commercial scale is another important cause of deterioration in the quality of teachers. With a number of private tuitions to give, the teacher comes to the school so tired that he cannot discharge his duties there in an adequate manner; moreover, his acceptance of direct payment from a pupil's guardian makes him lose that feeling of self-respect and honour which is vital to his exercise of authority and influence on the pupil.

5. Our first measure for eradicating some of the evils mentioned above must be devoted to the improvement of the teacher and his position in the community. Once the teacher is enabled to resume his leadership at all levels, it will check the prevailing demoralisation among students; and once the morale of students has been restored, it is bound to influence every stratum of society.

6. As a first step, the quality of future recruits to the teaching profession must be improved. Better men and women must be taken into the profession before any real improvement can take place. The only way to do this is to raise the pay-scales of teachers and make the emoluments attractive enough to draw the better qualified people to this profession.

7. A better scale of pay will also have its immediate effect on the present incumbents. By making their lives a little easier—the life of a teacher is hard enough even under normal circumstances—we may put heart in some of them and revive their dying idealism, some may be inspired to give more of themselves to their work, others may be encouraged to add to their academic and professional qualifications, while all may feel that security which is an essential prerequisite for good workmanship. It will also allay to a large extent the discontent and frustration that mar the profession of teaching today.

8. We are of opinion that teachers working in the Secondary Schools of the State deserve better scales of pay than those obtaining at present. Scales of pay cannot be regarded apart from the qualifications of teachers. What should be the minimum qualifications of assistant masters in different categories of Secondary Schools? We have recommended that there will be three types of schools in this stage, higher secondary, high and junior high schools. Leaving out of consideration for the present the specialist teachers. e o

teachers of classical language, art, music, etc., we may say that the minimum qualifications for assistant masters in high and higher secondary school should be graduation with a degree in education. For teachers in the two top classes the qualifications should be higher still. They should be the same as provided by the University for the Intermediate classes. The minimum qualifications for teachers in junior high schools (VI to VIII classes) may for the present, be fixed at the Intermediate Certificate with a training qualification, but we feel that at this stage also it is important to have a fair number of trained graduates on the staff. It is our hope that in course of time education in junior high schools will be imparted mainly by graduate teachers, a few higher secondary grade trained teachers being retained only for the lowest class, i.e., the sixth standard. What we have said may be regarded as a part of our long term plan. With regard to the High-Schools we should see that in future none but trained graduates are appointed.

9. The question has been raised as to whether the present system of training of teachers has been really doing much good in improving the quality of teaching. It has been said that any vocation which desires to attain the status of a profession must have its own special professional training, and suggestions have been made that the course of training should extend over two years. In the past there have been many good teachers who did not have any training, and in future too, there may be quite a number of persons who will turn out to be good teachers without any training. Notwithstanding this, for the average man or woman, a professional training is considered to be desirable and even essential. We must, however, see that the training is effective. The existing training courses need revision to suit the varying conditions of education today. We would suggest that the Government appoint immediately a Committee of Experts to examine the question in all its aspects such as the duration of the course, its contents, the methods employed, etc. and also consider the possibility of opening an adequate number of training colleges especially in the rural areas which may give our education the much needed rural orientation.

10. The authorities find it difficult now to recruit teachers for the rural schools. It is necessary to pay special attention to this problem and do everything possible to make teaching in rural schools attractive and satisfying. The suggestions offered by the International Team in this connection (pages 22-23 of the Report) are commended for careful consideration to the Board and the Government.

11. The present requirements of staff of Secondary Schools as laid down by the authorities are very low. With such staff it will never be possible for us to raise the standard of education. Today in many schools the staff appointed satisfy just the minimum educational qualifications prescribed. It is very desirable that some at least of the teachers should possess high qualifications, both academic and professional.

12. The University of Calcutta has always been liberal in the matter of encouraging teachers to add to their qualifications by giving them the privilege of taking the examination for a higher degree after private study.

As an incentive for the acquisition of such additional qualifications, we suggest that school authorities should grant some additional increments to teachers who obtain the higher qualifications while in service.

13. We have already stated that West Bengal has a large number of untrained and underqualified teachers in her Secondary Schools (vide Table 4 on page 16, Chapter IV). All these teachers, must, if they want to remain in the teaching profession, add to their qualifications and receive their training. No exemption should ordinarily be made in this respect. We must remember that our first duty is with our children. While we sympathise with these underqualified and untrained teachers, our sympathy must not be allowed to interfere with that first duty. By keeping such teachers we are doing injustice to generations of children.

14. For the further education of such teachers, we have earlier recommended that additional facilities for training in the way of more training colleges should be provided without delay. West Bengal has room for more post-graduate training colleges. The annual outturn of trained graduates at present is in the neighbourhood of five hundred and yet only for replacement West Bengal requires every year a much larger number of teachers. We recommend, further, that the L.T. and the three-month short courses be revived and the facilities that used to be given at one time to those who took the short courses to take the B.T. examination privately should be made available again, the conditions being relaxed to some extent to allow a larger number of short course trained graduates to take the B.T. examination while in service. In addition, there should be other arrangements for in-service training, for refresher courses, vocation courses, seminars of varied duration (from weekend to fortnight or a month), conferences, etc. The State should encourage, if not actually organise, these courses and seminars through the Department or the Board.

15. While we may exempt, as special cases, a few teachers who are over-age from taking the full or the short courses in order to be regarded as trained, people above 50 may perhaps be included in this category—no teachers should be exempted from attending the refresher courses, vocation courses, seminars, conferences, etc. Those who pass the short course or the full L.T. or B.T. course should not only be allowed to do so, but encouraged to take the courses by giving recognition to their success in these courses by grants of one or two increments in the scale of pay.

16. To tide over the present difficulty about the large number of untrained teachers, we may suggest another alternative. Panels of examiners constituted on a regional basis consisting of a retired Chief Inspector or Divisional Inspector of Schools, a retired Principal or Professor of a Training College and a retired Headmaster may tour round the State interviewing as well as examining in practical teaching every untrained teacher *in situ*. Those who fail will have to take the short course or the full course, as they can manage. If they fail again, they will have either to leave the profession or be content to remain in the grade where they are at



present. Such examinations, however, will be confined to those who have been in continuous teaching service for at least the last 10 years, and are also above 35 years of age. Below 35 all teachers must undergo a course of training. While examining a particular teacher the examiners will take into consideration the report of the Headmaster of the school about the work of the teacher concerned.

17. We have so far been dealing with the question of adding to the professional skill and competence of teachers in service. For a very large number of these, it will be necessary to add to their academic qualifications, too, in order to enrich their intellectual backgrounds. We are glad to learn that the University of Calcutta is prepared to allow teachers to pass an examination in one or two subjects. For example, a matriculate teacher may take one or two school subjects and pass the Intermediate examination in those subjects only. This is a very desirable move and we compliment the University in having taken this step.

18. Every case of underqualified and untrained teacher should be examined and specific recommendations made for his further education and a time-limit given to him to obtain this further education. If he refuses or fails to obtain the additional qualification within the specified period, he should be prepared to leave the profession. The State, of course, must provide him with the necessary facilities. We foresee in the next few years increased activities on the part of the University, the training colleges and the Department in the direction of providing various types of courses for in-service training.

19. Before we pass on to the discussion of pay scales of teachers, there are a few things which should be mentioned. We entirely agree with the views of the Secondary Education Commission that for the same work there should, as far as possible, be the same pay. Acting on this principle, we recommend that the present distinction in matters of emoluments of teachers and their qualifications between State, i.e., Government schools, aided schools and unaided schools should be abolished. There is no justification for maintaining the difference. We have already stated elsewhere that there should no longer be any unaided schools. There may, however, be in certain areas independent schools which do not want any aid from the State, but in matters like teachers' emoluments, etc., they must like other schools maintain the minimum standards, and they should be open to inspection and general control. All schools which are approved, i.e., recognised, must be offered and given proper aid from the State. The implication of this is that in future no new school can come into existence without the previous permission of the State. The State must decide, even in the case of schools sponsored by private enterprise, whether there is need for a school in that particular locality, and if there be, what should be the type of the school. This we consider to be essential to stop the haphazard and unplanned growth of High Schools in the past. It is hardly fair to call upon the State to finance or aid a school sponsored by the public unless the State has approved of it.

20. It will be seen that the effect of our above recommendations on Government schools will be to reduce in many cases the pay scales of their teachers. The new pay scales will, however, affect only the new entrants and the schools will continue to be maintained by the State as before.

21. If the present distinction between Government, aided and unaided schools is to disappear there should be some similarity between the methods of recruitment for Government schools and non-Government schools. There should be a more or less uniform procedure for the selection and appointment of teachers of all types of schools. In the case of Government schools, the Public Service Commission selects the teachers at least in the higher grades. In privately-managed schools, however, there is no uniformity of procedure. It varies from institution to institution. We have recommended elsewhere the formation of regional advisory boards for secondary education. We believe their services could be well utilised in the selection of teachers of a particular school by associating one or more representatives of the Regional Secondary Education Advisory Committee with the Managing Committee of that school. In this manner, it should be possible to obtain some amount of uniformity of procedure in the matter of selection of teachers.

22. Once selected, the teacher may be kept on probation usually for not more than one year after which he should be confirmed in service, if found satisfactory. In exceptional cases, the management may extend the period by one more year which should be the maximum period for probation. It is essential that every teacher should be ensured security of tenure by an agreement as soon as possible. In this connection we would like to draw the attention of the authorities to the observations made by the Secondary Education Commission on page 160 of its Report. It may be remembered that we have provided an Appeals Committee of the Board of Secondary Education to go into the questions of dispute between teachers and the employing authorities. With these safeguards and with a more adequate pay scale as we are about to recommend we hope to ensure the future teachers of this State a better deal than they have been getting at present.

23. The Secondary Education Commission has recommended a number of other amenities for the teachers. The Chief Minister of West Bengal has also made some observations about providing these amenities. (Ref. Teachers' emoluments—statement issued by the Chief Minister, West Bengal, page 3.) We do hope that the Chief Minister will be able to induce his Government to provide these amenities to the teachers of West Bengal.

24. The one difference that will persist when the difference between State schools and non-State schools is abolished is about pensions. We do not know when the State might be in a position to institute pensions for all teachers. While there is no doubt that that is a great desideratum, for the present we have to accept the situation as it is. In this connection, however, we would like to draw the attention of the State Government to the Triple

Benefit Scheme for Teachers recommended by the Secondary Education Commission and also to the remarks of the Darjeeling Headmasters' Seminar. (Ref. Report of Group 1, page 3.) Till effect can be given to the scheme every teacher must compulsorily join the Postal Life Insurance Scheme which is open to teachers of aided schools. We were surprised to find that this fact was not known generally to the members of the teaching profession! It should also be permissible to pay premia from the Provident Fund.

25. It is hard on a teacher who has received but a poor salary throughout his career to have to retire with nothing to depend upon excepting his own Provident Fund. Loyal continuous service deserves to be recognised with something more than that. The question of giving a gratuity to teachers on retirement is also a matter of finance and the State should consider seriously what can be done in the matter. We suggest that the State while giving grants in-aid may consider the possibility of giving a little extra amount to go towards the gratuity of teachers. This question deserves to be examined carefully by the Government of West Bengal.



## CHAPTER IX

## Emoluments of teachers of Secondary Schools

1. In the previous chapter, we have discussed the principles which are to be considered in deciding the emoluments of teachers. We may now specifically take up this question. It has been the bone of contention in this and other States for many years past. Our terms of reference require us to report on—

- (iii) emoluments and conditions of service of teachers in Secondary Schools in West Bengal in comparison with those of other States; and
- (iv) comparative standards of qualification of teachers in different States.

We have followed these directions except that in considering the emoluments, we have confined our attention only to those obtaining in the State schools, as there are great variations in this regard among the private schools in the different States of India. Besides, we have done this in view of our recommendation to the effect that there should not be any difference in the salaries of teachers doing similar jobs wherever they might be employed. A chart showing the pay scales in some of the major States of India is given in the Appendix 4.

2. As far as the High Schools are concerned, the qualifications of assistant masters in the different States are not very dissimilar. A trained graduate is the moral requirement everywhere. Lesser qualified teachers such as untrained graduates, trained undergraduates and others are also on the staff either as specialists with special qualifications, such as teachers of classical languages, art, music, etc., or because properly-trained and qualified teachers were not available or because they were on the staff from a period when staffing requirements were not so strict or their enforcement not so stringent.

3. About trained graduates, Bombay has a scale\* from Rs.70 to Rs.200, Madras from Rs.85 to Rs.175, U.P. from Rs.120 to Rs.300, Bihar from Rs.100 to Rs.190, Punjab from Rs.90 to Rs.220. In West Bengal, the scale is from Rs.100 to Rs.225. We recommend practically this scale in West Bengal for trained-graduate teachers in all schools. The actual scale will be Rs.100—5—200—10—250, that is, the final salary will be a little higher than what it is at present. What we are recommending here compares quite favourably with the scales in the other States of India.

4. The scale offered to graduates by the Government of West Bengal in the Education Department notification, dated 28th June, 1954, starts at the same point, though strangely enough it ends at Rs.150 for reasons which are not clearly stated therein.

\*From the Ministry of Education publication entitled Scales of Pay of Primary

5. For assistant teachers with a Master's or Honour's degree, a high initial salary of Rs.125 is suggested in the Government notification. We are of opinion that not only in this but in all cases of additional qualifications, academic as well as professional, increments in the initial salary may be given, the number of such increments being determined by the Board in consultation with the Department.

6. For graduates without training, the major States do not provide any regular scales. Madras has a fixed salary of Rs.85 and in the U.P. in the private schools there is a scale from Rs.80 to Rs.130, approximately, being two-thirds of the scale given to trained graduates in private schools. We recommend that untrained graduates be paid on the scale of Rs.80—3—155, and those who obtain short course training may be given two additional increments.

7. There will be another category of assistant masters who will be undergraduates with training. By undergraduates, we mean those who have passed the Intermediate examination and by training, unless otherwise stated, we mean a full course of training extending over one academic year. For such teachers, the following are the scales given in different States (some States have no provision for this category):—

Bombay (in private schools only)—Rs.64 to Rs.120. None in State schools.

U.P. (in private schools)—Rs.75 to Rs.175; (in Government schools)—Rs.75 to Rs.200.

Bihar (in private schools)—Rs.60 to Rs.100; (in Government schools)—Rs.70 to Rs.125.

The Government of West Bengal had suggested a scale of Rs.70—5/2—100. We recommend a scale of Rs.70—3—130—5—155.

8. For untrained undergraduates and trained matriculates Bombay has a pay scale from Rs.56 to Rs.120, Madras from Rs.45 to Rs.90, U.P. from Rs.60 to Rs.100 (this is really for middle passed trained teacher), Bihar from Rs.60 to Rs.100. We recommend that this category of teachers in West Bengal be paid in the scale of Rs.65—2—85—3—130. The State has actually recommended for them a scale of Rs.60 to Rs.80.

9. For all other approved teachers with lower qualifications, the scale of Rs.60—2—80 is recommended.

10. We recommended above the scales of pay for assistant masters in High Schools. For junior high schools, we recommend the following scales:—

Post.	Scale.	Qualifications.
Headmaster	Rs. 100-5-200-10-250 plus an allowance of Rs. 25.	Graduate with B.T. with at least three years teaching experience.
Assistant Master	Rs. 70-3-130-5-155.	Trained undergraduates.

Graduates in this category of schools may be given the scale for graduates in High Schools.

11. As regards dearness allowance for teachers, we understand that the Government have proposed a D.A. of Rs.35 per mensem for all teachers in non-Government Secondary Schools, half of which is to be met by the State and the other half by the respective managements. The D.A. for all Secondary School teachers should, in our opinion, be the same whether they be working in the Government schools or in aided schools. If it is found difficult to implement this, then the deficiency, if any, in this D.A. of Rs.35 per mensem for each teacher remaining after the contribution of the Managing Committees, should be made good by the State thus ensuring a uniform minimum rate of D.A. of Rs.35 per mensem for each teacher.

12. In every High School, there will be an Assistant Headmaster to help the Headmaster in his duties. In big schools with enrolment of 500 or above, there will also be senior teachers in charge of different subjects. Senior teachers will be given an allowance of Rs.25 each, and the Assistant Headmaster an allowance of Rs.25 and Rs.50 (for bigger schools). While the qualifications of senior teachers will be the same as those of other assistant masters, the qualifications of the Assistant Headmasters must be the same as that of the Headmaster. Headmasters are expected in future to be recruited generally from among the Assistant Headmasters.

13. Apart from the improvement of the scales of salaries of teachers recommended above, we believe that special recognition should be given to members of the staff who have a special flair for teaching. There will always be some teachers who possess a special quality by which they can stimulate and impress students and give them a real zest for studies although they might not be outstanding scholars and researchers in their own fields. It is an obvious advantage to have a few such teachers on the staff of a school and there should be provision for attracting such men and stabilising their services and continuance in the school.

14. There is another class of teachers who have a special capacity for building up the corporate life of the campus. They become the friends, philosophers and guides not only of the students placed in their charge, but of the entire body of students reading in the school. Such teachers are of great service in improving the reputation and tone of the school and of the local community, and deserve special recognition. We recommend that the Managing Committee should be enabled to recognise such merit by allowing increments, such increments being regarded as approved expenditures.

15. We may now take up the pay scales of Headmasters. The quality and atmosphere of a school depend largely on the personality and the interest taken by the Head in its affairs. With an alert, efficient and large-hearted Headmaster, the tone of the whole school improves. Without the support of an able Headmaster, even energetic and well trained teachers with the best of intentions cannot achieve much. It is, therefore, as much necessary to ensure the proper emoluments and status of the Headmaster as those of the assistant masters.



16. The Government of West Bengal have suggested four different scales for Headmasters according to the size of the school. While the size is of some importance, the work of a Headmaster cannot differ intrinsically with the size of the school. We believe that while the difference may be recognised by fixing an allowance of the Headmaster which varies according to the strength of the school, their scales of pay should by no means be different. Academically there is no justification for that, and ethically too it would be wrong. It would create class distinctions among Headmasters, and reflect ultimately on the school, its teachers, as well as the pupils. Instances are not rare where Headmasters have been tempted by the present arrangement to add somehow or other to the enrolment of the school, because by increasing it their own scales of pay would be increased. We recommend, therefore, one uniform basic scale of pay for all Headmasters in High Schools. The scales of pay given to or suggested for the Headmasters in private and Government schools in the different States are as follows:—

		Private schools.	State schools.
		Rs.	Rs.
West Bengal	..	A—200—20/2—400	250—20— <del>650</del> —25—750
		B—175—15/2—325	
		C—150—15/2—240	
		D—150—10/2—200	
Bombay ..	..	A—300—450	220—650
		B—250—350	
		C—200—300	
		D—80—200	
Madras ..	..	A—250—400	A—165—245
		B—165—245	B—85—175
		C—150—200	
Punjab ..	..	350—400	A—230—300
			B—150—220
			C—90—150
U. P. ...	..	A—200—300	250—500
Bihar ..	..	A—200—250	200—750
		B—175—225	
		C—150—200	

17. We propose that a panel should be maintained of Headmasters and a Selection Committee should be set up by the Board of Secondary Education, before which every Headmaster should appear. For the old incumbents, no minimum academic requirements need be laid down

all approved by the Board of Secondary Education should appear. For the old incumbents, no minimum academic requirements need be laid down

for being selected on the panel—they may for the present be selected according to their other qualities, of leadership, personality, etc. For all future entrants, however, the qualifications should be a good Honours degree or a good Master's degree and a degree in education with at least 5 years' teaching experience as an assistant master or 2 years' experience as Assistant Headmaster. Those who will be selected will be given the scale of Rs.175—10—375—E.B.—15—450, but those who fail to be selected will be given a lower scale, namely, that of Rs.150—5—200—10—250—E.B.—10—350. In the first category there will be a selection grade also at Rs.375—20—575. There will be special allowances for Headmasters in both the categories as follows:—

	First category (scale Rs.175—450).	Second category (scale Rs.150—350).
	Rs.	Rs.
(a) For schools with more than 500 pupils ..	75	50
(b) For schools with enrolment between 350 and 500	50	30

18. We visualise another category of schools in future, the multi-purpose Higher Secondary Schools, which will grow out of the Intermediate Colleges on the one hand and the existing good High Schools on the other. Their Principals—we prefer the term Principal for this category of Headmasters—should have a special grade too. It should be Rs.250—10—350—E.B.—15—500—20—600 (selection grade Rs.500—25—750). The assistant masters or lecturers of these schools should have the same qualifications as are at present prescribed for lecturers of the Intermediate Colleges. These schools will also have teachers for classes IX and X who will be in the usual grade of assistant masters in High Schools.

19. Before concluding this chapter on the scales of salaries, we should mention a few other important points connected with the above. We have recommended elsewhere that the Inspectorate for High and Higher Secondary Schools, members of the senior staff of the Training Colleges and the Headmasters and Principals of High and Higher Secondary Schools should form three branches of the same cadre so that Inspectors may be appointed from among Headmasters and lecturers, lecturers from among Headmasters and Inspectors and Headmasters from Inspectors and lecturers. For this reason we recommend that Inspectors and senior lecturers of Training Colleges be given the scale of Rs.350—25—750, so that the kind of interchange which we consider to be essential for the healthy and efficient functioning of these three closely inter-related branches may be feasible and easy.

20. The chart given in Appendix 4 explains fully our recommendations on this subject.

## CHAPTER X

### Teachers, Discipline in schools and future of Secondary Education

1. In the last two chapters we have suggested various measures for improving the position and status of the teaching profession in society. The whole future of our education—the question of discipline, development of character and all that is denoted by sound education—will depend upon the one central factor of the status of the teacher. There are, however, certain factors among which private tuition is one of the most important which hinder the teacher from obtaining that status. We have also observed earlier that the acceptance by the teacher of direct payment from a pupil or his guardian lowers him in their estimation and makes him lose that feeling of self-respect and honour which is vital to his exercise of the proper authority and influence of the pupil. We believe that the sooner the system of commercialising private tuition is abolished the better. In view of the recommendations that we have made for the improvement of the conditions of service of teachers we hope that it will become increasingly unnecessary for the teachers to take up private tuition to supplement their income. There is one way in which the evil can be mitigated at present. The need for special tuition will always be there. There will be weak and backward children who would need special attention and extra tuition. The organisation of pupils into three streams as described on page 108 of the Report of the Secondary Education Commission will solve this problem to some extent within the class room. Outside the class room special tuition of such children may be organised by the school itself and under the direction of the Headmaster. He should arrange for the special tuition of pupils who are comparatively weak for a small additional fee, and have the work done in the school premises by his teachers. Fees derived from such tuition may be divided among the teachers. It should be laid down that private tuition can be arranged only through the Headmaster.

2. Other avenues of supplementing their meagre income may also be explored. Teachers may perhaps be employed as part-time workers in adult and social education, in running evening classes, libraries or other public institutions and in similar activities. Employment of qualified teachers in these fields will be of national interest, while simultaneously providing the teachers with some additional remuneration. Care must be taken, however, to see that this additional employment does not in any way affect the efficiency of the teacher in the discharge of his normal duties in the school.

3. We would now pass on to the question of students' discipline. This is a burning topic of the day and one of our terms of reference requires us to consider it. As students' discipline is intimately related to the problem of teachers and their work, it would be appropriate to consider this matter here.



4. Our actual term of reference is to consider the standards of discipline and efficiency in aided and unaided schools. It is difficult to discriminate between aided and unaided schools in this matter. We can only say that to one familiar with the conditions of high school education in Bengal in the early years of the present century the present state of general slackness in discipline and efficiency in all schools cannot fail to make an unfortunate impression.

5. The true aim of education is to produce a person, disciplined in body and mind, ready to take his place in society as an efficient and co-operative member of the community and the State. This education is the resultant of many factors, the school and its atmosphere being one of the most important. After home, the school wields the most powerful influence on the child and it can even correct or counteract the influence of the home.

6. The problem of discipline can be solved to a great extent only if the teachers lay the proper foundation for it in the schools. By concentrating attention only on intellectual development and that too, only imperfectly, and neglecting the other aspects, our schools today are failing to provide an education that can really satisfy. If our children could find in schools the congenial environment and opportunities for the development of their talents and fruitful outlets of their energies, we are sure they would not feel frustrated or distracted by unhealthy fancies and fads as they are doing today. It is failure to provide this and create the right atmosphere that has contributed directly or indirectly to that lack of discipline among the student population which is causing such grave concern to all.

7. There are also other factors. Discipline in the school is intimately connected with the social environment of the child which influences directly and indirectly the standards of discipline in spite of the best endeavours of individual schools. The family plays an important role in this respect. Students from families with a high civic sense are always found to have a natural regard for discipline. The maintenance of discipline and efficiency in the school is also largely dependent on the standard of discipline in national life. Thus, the home, the school, the community and the nation will all have to co-operate in order that the child may become an educated and disciplined individual.

8. The problem of students' discipline is also closely connected with the history of the political struggles in our country, particularly in Bengal. The anti-partition agitation in Bengal in the first decade of this century led to the first general awakening of mass political consciousness and fired the imagination of the young students who took a prominent part in that struggle. The educational authorities did not, however, lose their control of the student-population, thanks to the restraint exercised by the wise leaders of those days. Since then, the active participation of the students of Bengal in national struggles for freedom under the leadership of Mahatma Gandhi, Shri C. R. Das, Shri Subhas Chandra Bose and others has been virtually continuous. This has led to a general temper of

revolt and a spirit of indiscipline and disrespect not only for the prevailing system of education but also for the teachers who were in charge of the education. The disorder has now become virtually chronic. Once the students were called upon to offer civil disobedience against unjust laws, the habit of breaking laws spread rapidly and it was not always possible to draw a sharp line of demarcation between just and unjust laws. It led to the development of that spirit of revolt against *all* laws which we are witnessing today. That the indiscipline found among students in Bengal today is an aftermath of the active part played by them during the days of the national struggle cannot admit of any doubt. Part of it, however, has undoubtedly to be attributed also to the general unrest throughout the world caused by the last two great wars which have caused a disruption of our social moorings and sense of values, without creating so far anything in their stead.

9. The situation has been greatly aggravated by the fact that our teachers who could do much in this matter have lost personal contacts with their pupils and have fallen from their old pedestals of prestige and honour in the country. They have ceased to command the respect and love of the pupils to anything like the extent that they did in the past. We have already discussed some of the causes which have brought about this state of affairs. An admirable analysis of these causes and an appraisal of possible remedies to retrieve the situation has been put forward by Prof. Humayun Kabir in his brochure on "Student Indiscipline" published recently by the Central Ministry of Education. We are in complete accord with his view that the first and foremost necessity for combating these difficulties is the restoration of leadership of the teacher. Once this can be accomplished, and this must be done, the demoralisation among students will be checked immediately. We endorse fully the measures proposed by Prof. Kabir for restoring the lost leadership of teachers and our report has been written with that aim in view. But restoration of the leadership of the teacher will not by itself solve the problem. The entire system of education should be re-orientated. The entire organisation of schools requires to be changed and they must be transformed into living communities working under the leadership of the teachers. The satisfying type of education which we are contemplating should be comprehensive in character. It will comprise the education not merely of the intellect but also of the body and the fine faculties of the mind, the feelings and emotions, in other words, of the whole man. To fulfil this, our schools must provide various types of extra-curricular courses for creative and productive activities, besides games and athletics and physical education. We pay today only lip homage to this concept of education, but in actual practice, we take a narrow view and confine ourselves to book education to the neglect of everything else. Little attention is paid in our schools at present to the health of the children. We find that with only a little extra expenditure every school could organise a mid-day tiffin and supply wholesome food which could contribute materially to the physical health and well-being of the pupils. We have in our schools some sort of provision for physical education, but it is seldom realised that

in our zest for giving such physical education to half-starved and hungry children, we often do them more harm than good. We have found some schools having systems of supplying good nourishing food during the tiffin hours at a low price. This is an excellent practice and we commend the examples of these schools to others. We would go further and recommend that the provision of mid-day tiffin should be made compulsory for all schools, the State bearing a share of the cost.

10. While we are on the subject of physical education, we would recommend a wider extension of the system of Scouts, Guides and Cadet Corps as other extra-curricular activities. Suitable arrangements should also be made in every school for imparting moral instruction and for the training of character. These definitely contribute to the improvement of discipline. We also commend the desirability of organising school health clinics.

11. The introduction of games and other types of extra-curricular activities alone will not, however, have the desired effect unless simultaneously the present system of education is changed. The entire attention of our pupils is rivetted to the passing of examinations and they have no zest for participating in these extra-curricular programmes. The Secondary Education Commission realised this and recommended in Chapter XI of their report a new approach to the problems of examination which we commend to the attention of the education authorities in West Bengal. We are strongly in favour of the introduction of school records as a corrective to the present system of relying only on the examinations and we believe that this should proceed simultaneously with the improvements of the schools which we have indicated above, and 20 per cent. of the marks be allotted to them.

12. The picture envisaged by us of the future Secondary Schools in West Bengal is similar to the one described in the last chapter of the report of the Secondary Education Commission. It is our earnest hope and desire that in the days to come, an all-out effort will be made by the State and the people of West Bengal to bring that picture into life,



## CHAPTER XI

## Conclusions

1. According to our terms of reference, we were required to examine the condition of Secondary Education in West Bengal, with particular reference to the teachers and their qualifications and the emoluments offered to them in comparison with those in other States, the condition of recognition of schools, and their administration and other cognate subjects, and suggest improvements.

2. We actually visited only a few schools in Calcutta and in its neighbourhood and in 24 Parganas and Burdwan; but this gave us a fairly adequate idea of the real conditions of High Schools in West Bengal. Calcutta, excepting a few schools, very few have proper buildings; even many of those, which were pointed out to us as good schools judged by the results in the final public examination, were found to be located in unventilated, rented houses with practically no playgrounds of their own. The classes were overcrowded, the class rooms ill-ventilated and dark, and sanitary arrangements were very poor. In some schools with a very large number of pupils, classes with 4 or more sections in each, were run on double shifts from 6 in the morning to 6 in the evening. There was nothing like a corporate life in the school and no opportunity for students to know each other and to know their teachers. Within a stone's throw from the residence of the Chief Minister we found a school running which was poor in every respect that we wondered how it received recognition. We were informed that in some schools there were girls coming in the morning and boys during the day. Very few schools had proper equipment and teaching aids, there was no proper library or laboratory, and no attention was paid to the health of the children. Very rarely did one find good arrangements for the pupils' drinking water or for a place set apart for their taking tiffin. Extra-curricular activities were mostly absent. There were no health clinics or provision for periodical medical examination of the students. That both teachers and students, working under such conditions, would feel dissatisfied and frustrated was not to be wondered at.

3. In the rural areas, the few schools we visited were, in respect of equipment and arrangements, found to be even poorer than the city schools. This gave us the impression of a lack of useful planning, some areas having a surplus of schools, while others had none. In many cases, there was jealousy and rivalry among neighbouring villages, giving rise to schools in close proximity to each other, equally ill-equipped, ill-staffed and ill-enrolled. This could easily have been avoided if there was good central control and planning for the opening of schools.

4. The number of untrained and unqualified teachers in the High Schools of West Bengal is unduly high, the evil practice of combining them with the 5th and lower classes which should go normally to the primary schools having largely contributed to this. Another contributing factor has been the ease with which permission has been given to schools to be raised to a higher

category. The facilities for the training of teachers are at present very inadequate and the rules regarding the qualifications of teachers are seldom strictly enforced.

5. The lack of a decent scale of salaries for teachers, the widely prevalent practice of private tuition by teachers, the poor qualities of many Headmasters and their lack of authority and power in the administration of the schools, the unfortunate use by leaders of students including young children for political and other propaganda and the consequent weakening of discipline in schools, the frequently alleged scandals connected with the conduct of the public examinations have all contributed to earn for the present system of high school education in Bengal an unenviable position. It would be no exaggeration to state that it has now completely lost the respect, esteem and admiration of the people which it enjoyed in old days.

6. We have considered the position carefully, and have come to the conclusion that a thorough reorganisation of the entire system of secondary education is an urgent necessity, that no piecemeal reform would do, and that the whole of the administrative machinery in charge of Secondary Education will have to be reorganised. We have recommended the reconstitution of the Board of Secondary Education with a non-official Chairman with mainly advisory functions and the setting up of a number of Regional Advisory Committees to assist the Central Board. We have also recommended a thorough reorganisation of the Directorate and of the Inspectorate, a change in the constitution of the Managing Committees, and a few other connected things, and following in the main the generally accepted principles of education and the recommendations of the Secondary Education Commission, we have indicated the broad lines of future development. We have also recommended new and uniform scales of pay of teachers of Secondary Schools which, we hope, will go some way to improving their conditions and so helping them to regain once again their lost leadership.

7. We have drawn in outline a picture of the new pattern of Secondary Education, leaving the details to be filled in by the new Board of Secondary Education. We believe that the time is now ripe for leaving this one-track path of academic learning to be trodden by all. We have, therefore, recommended that after the eighth class at the end of the middle school period, besides the general academic courses, there should also be special technical, industrial, trade and commercial courses to suit the different aptitudes and needs of the students. For this, multi-purpose schools should be established wherever possible, and also separate junior technical or trades schools should be opened.

8. We have also recommended the inclusion of the present University Intermediate courses in the school by the addition of two more years, the 11th and 12th classes, at the end of which there will be a public examination called the Higher Secondary School Certificate Examination which will make a separation of the passed candidates into two categories—those who would be eligible for admission to the University or higher technological or commercial

institutions and those who would not be eligible. Those not eligible will enter into life and start earning their livelihood. Some others would seek employment in private or Government offices, on the strength of this certificate.

9. We cannot resist the conclusion that the State has to step in and undertake the main responsibilities for Secondary Education just as it has done for elementary education. To improve the quality and standards of Secondary Education and to pay the teachers anything that may look like being adequate, the State must be prepared to do much more than what it has been doing at present. In the matter of teachers' salaries we have accepted the principles, same qualifications and work, same pay. In this reconstruction of education, the Headmasters of schools must play a leading role and be the key-men and as such, in our opinion, they must be a class by themselves. We have therefore, recommended that their pay scales should be guaranteed by the State by a portion of the annual grant-in-aid being earmarked for this purpose.

The above are among some of the recommendations that we have made for the reorganisation of Secondary Education in West Bengal. We interpreted our terms of reference somewhat liberally to include a complete view of the entire field of Secondary Education in this State. The success of this plan or organisation will depend on the co-operation of all the parties concerned, the Government, the people, the teachers, the guardians and others. If in realisation of the supreme importance of Secondary Education the Government comes forward to spend liberally on such education, if the full co-operation of the people is secured and the teachers are content and happy, the future of education in the State will be assured. In the interests of the future generations, let us hope that such co-operation will not be slow in forthcoming, for what can be better than to educate the future generations to make the world a better place to live in than what we could find in our own time?

B. B. DEY.

J. N. MUKHARJI.

A. N. BASU.

CALCUTTA:

*The 13th November, 1954.*



## SUMMARY OF MAIN RECOMMENDATIONS

1. Secondary Education should be the responsibility of the State. All differences between aided and unaided schools should disappear. All schools should be under the control of the Director of Education. There may be a few independent schools which may not want any State aid; these also will have to satisfy the basic requirements for recognition.
2. The future set-up of school education should be as follows:—  
Five years' primary or junior basic school, three years' junior high school or senior basic school and four years' higher secondary school.
3. English and Bengali will be the two compulsory languages throughout the Secondary School course. Hindi will be compulsory for classes VI to VIII while a classical language or Hindi or a foreign language or Additional English will be compulsory for classes IX to XII.
4. The medium of instruction in the High School will be the regional language. In the two top classes of higher secondary schools, XI and XII, the medium of instruction may be English.
5. There should be a Board of Secondary Education, with a non-official Chairman and with a preponderance of non-Government members, mainly with advisory functions to advise the Government in all matters relating to Secondary Education. The executive functions will be the responsibility of the Directorate. A Deputy Director of Education will be the Secretary to the Board.
6. The Board should prepare a plan of development of Secondary Education for the proper and equitable distribution of schools, suggesting transformation of existing schools, opening of new schools and new types of schools. No new schools will be recognised unless it has been started with the permission of the Board.
7. A Regional Advisory Committee for Secondary Education should be set up preferably in each subdivision consisting of the District Inspector for Secondary Schools, the Subdivisional Officer and some Headmasters and Principals of Colleges of the locality, and a few persons interested in education, to advise the Board of Secondary Education on all matters relating to the Secondary Schools in that region.
8. Managing Committees of Secondary Schools should be reconstituted on a new basis, avoiding as far as possible elections. The Headmaster should be the ex-officio Secretary of this Committee.
9. Managing Committees of girls' schools should have a preponderance of women members.
10. Managing Committees of High Schools must provide an adequate reserve fund for the proper running of the school. The amount may be fixed at Rs.20,000.

11. The same time as uniformity in standards of staffing of schools and qualifications of teachers is attained, the present system of grants-in-aid on deficit basis may continue. Grants should be fixed for a number of years and given in two instalments. An extra 15 per cent. of the grant should be given for development purposes, apart from the 5 per cent. required for increments of salaries.

12. All schools should be registered under an Act of the Legislature.

13. The Directorate should be reorganised and the status of the Director raised by making him Secretary or at least a Joint Secretary.

14. There should be five Deputy Directors at the headquarters in charge of (a) Board of Secondary Education, (b) Examination, (c) Administration, (d) Research and Collegiate Education, and (e) Development.

15. There should be a special cadre of Inspectors for Secondary Schools with a number of Assistant Inspectors. The strength of the cadre should be such that one Inspector should be responsible for inspecting not more than 50 High Schools in the year. Every school should be inspected thoroughly at least once a year.

16. A new cadre of school auditors should be created who will audit the accounts of the schools, leaving the Inspector free to attend mainly to the educational side.

17. The panel system of inspection should be introduced, the Inspector being associated with and assisted by a few Headmasters and experts in different subjects.

18. Two-class junior high schools should be either transformed into four-class junior high schools or be reduced to five-class primary schools.

✓ 19. All High Schools should be gradually converted into higher secondary schools with a twelve-year course, classes XI and XII being added by absorption of the present Intermediate classes in the schools. Where it is not possible to upgrade a High School, it should be converted into an efficient junior high school up to class VIII, to serve as a feeder institution to a neighbouring higher secondary school. Some junior high schools will have technical or trade schools attached to them to provide for vocational education for those who cannot proceed to high and higher secondary schools. As an interim measure, some High Schools will be maintained providing the first two years' course of the higher secondary type. Until arrangements are ready for holding the Higher Certificate Examination, the present School Final Examination will be continued with a changed curriculum more in line with the higher secondary course.

20. A school medical service should be established as early as possible and all schools should have health clinics and arrangements for periodic medical examinations of pupils.

21. All schools should be provided with school kitchens for the cooking and supply of wholesome food to every pupil during tiffin hour for a small charge.

22. Every school should arrange for suitable extra-curricular activities and for teaching at least one craft.

23. The higher secondary schools should be multi-purpose in character with technical, trade, commercial and other courses.

24. There should be a public examination, the General Certificate Examination, at the end of the junior high school. Only those who pass this examination will be allowed to go in for the higher secondary course.

25. To mark the end of the period of Secondary Education, there should be another public examination, the Higher Secondary School Certificate Examination, at the end of the higher secondary stage.

26. Students leaving the school at the end of class X will be given a certificate by the school on the basis of their merits.

27. Public examinations should be under the control of a small Committee of the Secondary Education Board, under an officer of the rank of a Deputy Director of Education. As ex-officio Secretary to the Committee, he will deal with all questions connected with examinations and be responsible only to the Chairman of the Board.

28. In considering the results of the final examinations, credit should be given to the school records of each student for the past two years, 20 per cent. of the marks being reserved for the records.

29. The Board should maintain a register of all trained teachers from which future appointments of teachers will be made.

30. Special attention should be paid to the recruitment of teachers for rural schools.

31. The lowest qualifications of a teacher in a Secondary School should be the possession of the Intermediate or the Higher Secondary School Certificate, and a diploma in training.

32. The Headmasters, Inspectors and the Senior Lecturers of Training Colleges should form a common pool for the purpose of recruitment.

33. Headmasters will be selected from a panel by a Central Selection Committee and their pay will be guaranteed by the Government.

34. There will be a uniform scale of pay for teachers according to qualifications, and of D.A., and the State should assume responsibility for maintaining the scale in all schools.

35. The Triple Benefit Scheme recommended by the Mudaliar Commission should be examined with a view to its introduction either wholly or in part.



36. Private tuition by teachers should be regulated. Special tuition should be organised as far as possible in the school under the supervision of the Headmaster.

✓ 37. National Cadet Corps, scouting, physical training, games and leisure time activities for students should be introduced in all schools in the national interest as also to improve discipline.

38. An Expert Committee should be appointed by the State to examine the present system of training of teachers.

✓ 39. There should be more facilities for the training of teachers and an adequate number of Training Colleges should be opened. The old Licentiate (L.T.) course for undergraduates should be revived.

40. Untrained teachers with less than 10 years' teaching experience should be asked to get themselves trained within a specified period. Untrained teachers with more than 10 years' experience and above 35 years of age should submit to a test and a practical examination.

41. Trained graduates should as a rule teach classes IX and X.

42. Teachers should maintain a record of progress and attainment of each student in their classes.

# APPENDIX 1

## List of persons and associations who submitted memoranda

Serial No.	Name.	Address.
1.	Shri A. Lahiri	Headmaster, Rampurhat High School.
2.	Sm. A. Modak	Headmistress, Nabadwip Balika Vidyalaya.
3.	Shri A. B. Chaudhuri	2, Gopal Banerjee Lane, Calcutta-26.
4.	Shri A. O. Senapati	Headmaster, Shyampur High School, Howrah.
5.	Dr. A. H. Quraishi	13, Waliullah Lane, Calcutta-16.
6.	Shri A. K. Banerjee	Headmaster, Asansol R. K. Mission High School.
7.	Shri Abhoya Pada Chandir	Headmaster, Kedarnath Institution, Howrah.
8.	Shri Abinash Chandra Chakravarty.	Headmaster, Sabang High School, Midnapore.
9.	Shri Ajit Kumar Chatterjee	Dakshineswar, 30, P. C. Banerjee Road, 24-Parganas.
10.	Sm. Amiya Das Gupta	Headmistress, Krishnagar Government Girls' High School.
11.	Shri Amrita Lal Das Gupta	45, Central Road, Calcutta-32.
12.	Prof. Amulyadhan Mukherjee	Asutosh College, Calcutta.
13.	Shri Amulya Nath Mukhopadhyay.	1, Parasar Road, Calcutta-29.
14.	Shri Anil K. Sanyal	Rashmoni Road, Calcutta-13.
15.	Shri Ashutosh Sen	Dharat Sevak Samaj, Hooghly.
16.	Shri Atul Chandra Chakravarti	Headmaster, Dinhata High School, Cooch Behar.
17.	Shri B. Khaitan	375, Upper Chitpore Road, Calcutta-7.
18.	Sm. B. Mitra	Headmistress, B. G. High School, Midnapore.
19.	Shri B. C. Mukherjee	
20.	Shri Bamapada Chatterjee	Headmaster, Sainthia High School, Birbhum.
21.	Banga Vani	P.O. Nabadwip, district Nadia.
22.	Shri Bankim Chandra Roy	Headmaster, G. S. H.E. School, Murshidabad.
23.	Shri Bashudev Chattopadhyay	Dhuluk, P.O. Nabagram, district Burdwan.
24.	Kavisekhar Bashudev Dutta	P.O. and Vill. Begumpur, district Hooghly.
25.	Bengal Christian Council	140, Dharamtala Street, Calcutta-13.
26.	Shri Benode Behari Das	Headmaster, Adarsha Banipith Scheduled Caste Junior High School, district 24-Parganas.
27.	Dr. Bhupal Bose	84, Ballygunge Gardens, Calcutta-19.
28.	Shri Bhupal Prasad Mandal	Headmaster, Khanchi Gunadhar Adarsha Vidyapith, Midnapore.
29.	Shri Bibhuti Bhusan Mukherjee	Secretary, K. S. G. C. High School, Birbhum.
30.	Shri Bhupendra Nath Sarkar	Krishnagar.
31.	Shri Bibhuti Bhusan Maity	Member, Diamond Harbour Girls' High School.
32.	Dr. Bijoy Chandi Roy	Vice-President, Kaiti Nibaran Chandra High School, district Burdwan.
33.	Shri Bipin Behari Chakravarti	Headmaster, Birati High School (Girls' Section).
34.	Shri Birendra Nath Chakravarti.	Headmaster, Rani Bhabani School, Calcutta.
35.	Shri Biswanath Chattopadhyay	Dakshinpara, district Howrah.
36.	Shri Brindaban Bhattacharyya	P.O. Sonamukhi, district Bankura.
37.	Prof. C. K. Bhattacharya	4B, Mukherjee para Lane, Calcutta-26.
38.	Rev. Canon R. Mukherjee	Headmaster and Secretary, C. H. S. St. John's High School, Nadia.

Serial No.	Name.	Address.
39.	Sm. Charushila Devi	... Sree Ramkrishna Ananda Ashram Student Home, Naktala, Calcutta-40.
40.	Contai Subdivisional Junior High School Teachers' Association.	Bathuary, Balageria, Midnapore.
41.	Shri, D. N. Roy	... Principal, David Hare Training College Calcutta-19.
42.	Shri Debajyoti Burman	... 28, Kabir Road, Calcutta-26.
43.	Shri Devendra K. Adhya	... Chowmatha Street, Chinsurah, Hooghly.
44.	Shri Devendra Nath Sarkar	... Paschim Banga Samaj Unnayan Sangha, Parganas.
45.	Shri Devnarayan Goswami and others.	P.O. Nabadwip, district Nadia.
46.	Shri Dharendra Chandra Chakravarti.	Headmaster, Jagannath Raja Bijay Singh Vidya-mandir, Murshidabad.
47.	Shri Dharendra Nath Ghosh	... South Jhaporda, Domjur, Howrah.
48.	Shri Dilip Kumar Biswas	... Ex-Headmaster, Rajnagar High School, Birbhum.
49.	Shri Gadadhar Das Adhikari	... Headmaster, Monoharpur Bandhab High School, P.O. Muhammadpore, district Midnapore.
50.	Shri Gauri Prasanna Biswas	... Assistant Headmaster, Krishnath College School, Berhampore.
51.	Shri Gokul Chandra Ghosh	... Headmaster, Vishnupur High School, Bankura.
52.	Golokendra Nath Hazra	... Secretary, Pingla K. K. Institution, Midnapore.
53.	Justice Gopendra Nath Das	... Administrator, Board of Secondary Education, West Bengal, Calcutta-14.
54.	Shri Gopi Kanta Sreemany	... Ramkumar Rakshit Lane, Calcutta-7.
55.	Shri H. Mazumder	... Headmaster, Alipur-Duara High School, Jalpaiguri.
56.	Prof. Haridas Bhattacharyya	... Council of Post-Graduate Teaching in Arts, Calcutta University.
57.	Shri Harish Chandra Rana	... Assistant Teacher, Rani Rashmoni High School, Calcutta-14.
58.	Shri Himangshu Shekhar Kharah.	... Assistant Teacher, Shayampur High School, Howrah.
59.	Dr. Hiralal Roy	... P.O. Jadavpur College, Calcutta-32.
60.	Shri Hirendra Narayan Sanyal	58K, Monoharpukur Road, P.O. Rashbehari Avenue, Calcutta-29.
61.	Hooghly-Chinsurah Citizens' Council.	Imambazar, Hooghly.
62.	Shri Iswar Chandra Mal	... Contai, Midnapore.
63.	Shri Iswore Chandra Pramanik	Headmaster, Dasagram High School, Midnapore.
64.	Shri J. C. Bhattacharjee	... 23, Keyatala Lane, Calcutta-29.
65.	Shri J. C. Ganguly	... Secretary, Konnagar High School.
66.	Shri J. C. Mutsuddi	... Headmaster, Mahisadal Girls' High School, Midnapore.
67.	Shri J. M. Banerjee	... Headmaster, Ballygunge High School (Government), Calcutta.
68.	Shri J. M. Sen	... 95, Russa Road, Calcutta.
69.	Shri J. N. Banerjee	... Headmaster, The Kidderpore Academy, Calcutta.
70.	Shri J. N. Roy Choudhuri	... P.O. Halisahar, district 24-Parganas.
71.	Shri Jagadish Chandra Das	... Headmaster, Vidyasagar Vidyapith, Midnapore.



Serial No.	Name.	Address.
72.	Shri Jatindra Nath Jana ...	Headmaster, Khajuri Adaraha Vidyapith, Midnapore.
73.	Shri Jatindra Nath Mukherjee	Headmaster, Rasapunja Prankrishna High School, 24-Parganas.
74.	Shri Jibendra Kumar De ...	Headmaster, Jora Aswatthatala Vidyalaya, Bally.
75.	Shri K. Bhattasali ...	Adarsha Vidya Mandir, P.O. Gobrapore, district 24-Parganas.
76.	Shri K. Mukherjee ...	5, Chakrabarty Lane, Chatra, Hooghly.
77.	Shri K. C. Mukherjee ...	Headmaster, Ondal High School.
78.	Shri K. C. Basu ...	Secretary, Central Collegiate School, Calcutta-6.
79.	Shri K. D. Chatterjee ...	Secretary, Belghoria High School, district 24-Parganas.
80.	Shri K. K. Ghose ...	Headmaster, Surendra Nath Collegiate School, Calcutta-9.
81.	Shri Kalobaran Chatterjee ...	Headmaster, Hamilton High School, Tamluk, Midnapore.
82.	Shri K. L. Jhunjunwala ...	President, Sainthia Girls' Junior High School.
83.	Shri Kartio Chandra Koley ...	Sankrail Abhoy Charan High School.
84.	Shri Kishori Mohon Bose ...	P.O. and Vill. Panitor, district 24-Parganas.
85.	Shri Krishna Das Mukherjee ...	17/1, Priya Nath Midya Road, Belghoria, 24-Parganas.
86.	Dr. M. L. Kundu ...	P.O. Nabadwip, district Nadia.
87.	Shri M. N. Dey ...	Hooghly.
88.	Shri Mahendra Nath Dash ...	Jorpakree, district Jalpaiguri.
89.	Medinipur Shikshonnayan Samiti.	Midnapore.
90.	Prof. Mohini Mohon Bhatta-charya.	Calcutta University.
91.	Shri Mohit Kumar Banerjee ...	Bally, district Howrah.
92.	Dr. Monindra Nath Ghosh ...	Jharpordah, Howrah.
93.	Shri Monindra Nath Mukherjee	Headmaster, Konnagar High School.
94.	Shri Monindra Nath Roy ...	"Banantika", Jhargram, district Midnapore.
95.	Shri Monoranjan Das ...	Headmaster, Nimitita G. D. Institution, Murshidabad.
96.	Shri N. C. Sinha ...	Headmaster, Keshab Academy, Calcutta.
97.	Shri N. N. Mukherjee ...	Secretary, Muragachha High School.
98.	Dr. Nalinakha Sanyal ...	35, Hindusthan Road, Calcutta-29.
99.	Shri Nalini Das ...	Principal, Institute of Education for Women, Hastings House, Alipore, Calcutta.
100.	Shri Nanda Dulal Roy ...	P.O. and Vill. Haripal, Hooghly.
101.	Shri Nilmoni Bhattacharya ...	Shinghee, Burdwan.
102.	Shri Nirod Mukerji ...	Reader in Education, Gauhati University.
103.	Shri Nishi Kanto Chakravarti	12, Girish Ghosh Road, Calcutta-37.
104.	Shri Nitya Niranjan Kaviraj	Headmaster, Nabadwip Bakultola High School, Nadia.
105.	Shri Nritya Gopal Roy ...	24, Kabir Road, Calcutta-26.
106.	Shri P. Chatterjee ...	4D, Benoy Bose Road, Calcutta-25.
107.	Shri P. K. Guha ...	Principal, Surendra Nath College, Calcutta.
108.	Shri Phakir Chandra Roy ...	Burdwan.
109.	Shri Prafulla K. Sirkar ...	211, Nagendra N. Road, Dum-Dum, Calcutta.
110.	Shri Promatha Prasanna Sen-gupta.	Headmaster, A. C. Institution, Malda.

Serial No.	Name.	Address.
111.	Shri Profulla K. Jana and others.	Ajodhya, Sasati, Howrah.
112.	Shri Pramathanath Nath ...	P.O. Ranaghat, district Nadia.
113.	Shri Prithwish Ch. Bhattacharya.	Headmaster, Nakraconda High School, Birbhum.
114.	Publishers' Association of Bengal.	18B, Shyamacharan Dey Street, Calcutta-12.
115.	Shri Pulin Behari Chatterjee	Working President, Shamnagar K. C. H. School, 24-Parganas.
116.	Swami Punyananda ...	Ramkrishna Mission Boys' Home, Rahara.
117.	Shri Purna Ch. Banerjee ...	Headmaster, Bongaon High School.
118.	Shri R. K. Chakravorty ...	Debipur, Burdwan.
119.	Shri R. K. Roy ...	"Aranya Kutir", Asansol.
120.	Shri R. P. Choudhuri ...	Lecturer, University of Rangoon.
121.	Shri Radhika Charan Chatterji	13A, Gopal Banerjee Lane, Calcutta-26.
122.	Shri Rajendra Nath Sirkar ...	Member of the Managing Committee, Changa bandha High School, Cooch Behar.
123.	Ramkrishna Mission Ashram	P.O. Sarisha, 24-Parganas.
124.	Shri Ram Gopal Banerjee ...	Headmaster, Mudiali High School, Calcutta.
125.	Shri Ramkinkar Dutta ...	108/2, Lower Circular Road, Calcutta-14.
126.	Shri Rashbehari Sinha Mahapatra.	Secretary, Lakshimanpur Sammilani Vidyamandir, Simlapal, Bankura.
127.	Shri Ratanmoni Chatterjee ...	27/3B, Hari Ghosh Street, Calcutta.
128.	Shri Ratneswar Chatterjee ...	Secretary, Gobindapur High School, Dakshin Gobindapur.
129.	Dr. S. Dutta ...	Registrar, Calcutta University.
130.	Shri S. A. R. Kazimi ...	Headmaster, Anglo-Persian Department, Calcutta Madrasah, Calcutta-16.
131.	Shri S. C. Chakravarty ...	Retired A. D. P. I., West Bengal. 3A, Dr. Sarat Banerjee Road, Calcutta-29.
132.	Shri S. C. Chakravarty ...	Bharagab Asram, Chandanpukur, 24-Parganas.
133.	Shri S. O. De ...	Headmaster, Raiganj Coronation High School, West Dinajpur.
134.	Shri S. K. Banerjee ...	Headmaster, Krishnath Collegiate School, Berhampore, Murshidabad.
135.	Shri S. K. Dutta ...	Headmaster, Bhagirathpur High School, Murshidabad.
136.	Shri S. K. Mukherjee ...	Secretary, Sadikhan's Dearth Vidyanyiketan, Murshidabad.
137.	Shri S. N. Bose ...	Secretary, Sree Vidya Niketan, Calcutta.
138.	Shri Sailendra Nath Banerjee ...	Headmaster, Chetla Boys' High School, Calcutta.
139.	Sm. Santisudha Majumder ...	Secretary, Kaliganj Girls' Junior High School, Hilli, West Dinajpur.
140.	Shri Saroj Kumar Ghosh ...	30A, Dover Road, Calcutta-19.
141.	Shri Sashi Kumar Dasgupta ...	28, Badridas Temple Road, Calcutta-4.
142.	Shri Sashi Gupta ...	P.O. Baidyabati, district Hooghly.
143.	Shri Satish Ch. Pradhan ...	Vill. Amratata, P.O. Ashadtala, Midnapore.
144.	Shri Satish Ch. Sengupta ...	Secretary, Shri Arabinda Vidyamandir, 89, Jessore Road, P.O. Dum-Dum (24-Parganas).
145.	Shri Satya Dasgupta ...	P.O. Krishnagar, district Nadia.
146.	The Science Club ...	110, Surendra Nath Banerjee Road, Calcutta-13.
147.	Shri Shibendu Shekhar Roy ..	Member, Indian Standard Council.

Serial No	Name.	Address.
148.	Shri Sital Kumar Banerjee ...	Assistant Teacher, Sodepore High School, 24-Parganas.
149.	Shri Sital Chandra Mandal ...	Secretary, Joypur Phakirdas Institution, Howrah.
150.	Dr. Srikontha Dash ...	7, Joynarayan Chandra Lane, Calcutta-9.
151.	Dr. Srikumar Banerjee, M.L.A.	31, Southern Avenue, Calcutta-29.
152.	Shri Srutinath Chakravarty ...	Tamluk, Midnapore.
153.	Shri Sudarshan Chatterjee ...	76/2, South Sinthee Road, Calcutta-30.
154.	Shri Sudhangsu Shekhar Bhattacharyya.	Headmaster, The Vivekananda Institution, Howrah.
155.	Shri Sudhangsu Shekhar Roy	14, G. T. Road, Howrah.
156.	Shri Sudhir Chandra Goswami	R. N. Chatterjee Lane, Garifa, 24-Parganas.
157.	Shri Sudhir Ch. Laha ...	27/3B, Hari Ghosh Street, Calcutta.
158.	Shri Sulav Ch. Ghosh and others.	Headmaster, Belur High School, Howrah.
159.	Shri Sunil K. Dutta ...	Matuari, Nadia.
160.	Sm. Sunitibala Chanda ...	Headmistress, Girls' High School, Jalpaiguri.
161.	Sm. Sunitibala Gupta ...	Retired C.I., W.E., W.B., McCluskieganj, Bihar, Eastern Railway.
162.	Shri Surendra Nath Chakravarti.	Christophor Road, Calcutta.
163.	Shri Surjya Kanta Bhandary	Secretary, Jonardanpur M.E. School, 24-Parganas.
164.	Sm. Sushama Sengupta ...	Founder, Principal and Secretary Lake School for Girls, Calcutta-26.
165.	Shri T. Bhattacharya ...	Headmaster, Collegiate School, Midnapore.
166.	Prof. Tarak Nath Sen ...	18/56, Dover Lane, Calcutta-29.
167.	Shri U. P. Ghosal	C/o. Tractors (India), Ltd., 1, Taratolla Road, Calcutta-24.
168.	Shri Upendra Nath Dutta ...	Headmaster, Jagabandhu Institution, Calcutta.
169.	West Bengal Headmasters' Association.	39, Shankar Ghosh Lane, Calcutta.
170.	West Bengal Teachers' Association.	140, Dharamtala Street, Calcutta-13.
171.	Shri Woomesh Chandra Charan	Bendia, P.O. Bhagwanpur, district Midnapore.
172.	Young Journalists' League, Calcutta.	47/1, Shyambazar Street, Calcutta.



## APPENDIX 2

### Persons invited to meet the Commission

Serial No.	Name.	Address.
1.	Shri A. C. Sen	... Chief Inspector, Technical Education, West Bengal.
2.	Shri A. K. Banerjee	... Education Officer (R.R.), Refugee Rehabilitation Directorate, 10A, Auckland Road, Calcutta.
3.	Shri A. K. Chanda	... Ex-President, Board of Secondary Education, West Bengal, 5, Sonehribag Road, New Delhi.
4.	Fr. A. Schyrr, O.M.	... Headmaster, St. George's High School, P.O. Pedong, Darjeeling.
5.	Mr. Anthony D'Souza	... Inspector of Anglo-Indian Schools, 60B, Chowringhee Road, Calcutta-20.
6.	Dr. Atin Bose	... Hotel Savoy, Calcutta-12.
7.	Shri Atul Chandra Chakravarty.	Headmaster, Dinhat High School, Coohar Behar.
8.	All-Bengal Teachers' Association.	15, Bankim Chatterjee Street, Calcutta.
9.	Shri B. K. Neogy	... Chief Inspector, Secondary Education, West Bengal.
10.	Shri B. N. Banerjee	... Secretary, Sriram High School, Abinaspur, Birbhum.
11.	Shri Bamapada Chatterjee	... Headmaster, Sainthia High School, Birbhum.
12.	Sm. Banalata Mitra	... Headmistress, Chandramoni B. G. High School, P.O. Centai, district Midnapore.
13.	Shri Bankim Chandra Roy	... Headmaster, G. S. High School, P.O. Beldang, Murahidabad.
14.	Shri Basanta Kumar Das, M.P.	7, Electric Lane, New Delhi.
15.	Shri Bejoy Kumar Bhattacharyya.	Siksha Niketan, Kalanabagram, Burdwan.
16.	Bengal Women's League	... Suite 8, 30, Chowringhee, Calcutta-16.
17.	Shri Bijan Behari Bhattacharyya, M.L.C.	640, Hindusthan Park, Calcutta-29.
18.	Shri Bijoy Behari Bose	... Headmaster, Madarat Popular Academy, Baruipur, 24-Parganas.
19.	Shri Birendra Nath Chakravarty.	Headmaster, Rani Bhabani School, Calcutta.
20.	Sm. Charushila Devi	... Sree Ramkrishna Ananda Ashram Students Home, Naktala, Calcutta-40.
21.	Dr. D. M. Sen	... Secretary to the Government of West Bengal, Education Department.
22.	Shri D. N. Roy	... Principal, David Hare Training College, 25/8 Ballygunge Circular Road, Calcutta.
23.	Dr. D. P. Roy Choudhuri	... Deputy Secretary, Board of Secondary Education, West Bengal, Calcutta-14.
24.	Shri Gokul Chandra Ghosh	... Headmaster, Vishnupur High School, district Bankura.
25.	Shri Golokendra Nath Hazra	Secretary, Pingla K. K. Institution, Midnapore.
26.	Justice Gopendra Nath Das	... Administrator, Board of Secondary Education, West Bengal, Calcutta-14.
27.	Dr. H. L. Roy	... P.O. Jadavpur College, Calcutta-29.
28.	Shri Haridas Bhattacharyya	... 103, Rashbehari Avenue, Calcutta-29.
29.	Shri Haridas Goswami	... P81, Sardar Sankar Road, Calcutta-29.

Serial No.	Name.	Address.
30.	Shri Iswar Chandra Mal	... Member, District School Board, Midnapore, P.O. Contai, Midnapore.
31.	Dr. J. C. Ghosh	... Vice-Chancellor, Calcutta University.
32.	Shri Jnanendra Kumar Sen-gupta.	The Mitra Institution, 60B, Mirzapur Street, Calcutta-9.
33.	Shri Jitendra Nath Banerjee	... Headmaster, Oriental Academy, Kalighat.
34.	Sm. Jyoti Prova Dasgupta	... 44, Hazra Road, Ballygunge, Calcutta.
35.	Shri K. Bose	... Headmaster, City Collegiate School, 90, Park Street, Calcutta.
36.	Shri K. D. Pradhan	... Scottish Universities' Mission Institution, Kalimpong.
37.	Shri Kalinga Mohon Ghosh	... Headmaster, Fanindra Deb Institution, Jalpaiguri.
38.	Shri Kalobaran Chatterjee	... Headmaster, Hamilton High School, Tamluk.
39.	Shri Kamal Kanta Membrom	... P.O. Chandru, Bankura.
40.	Shri Kamini K. Ghosh	... Headmaster, Surendra Nath Collegiate School, 24, Harrison Road, Calcutta.
41.	Shri Kazi Abdul Wadud	... 8B, Tarak Dutta Road, Calcutta-19.
42.	Sm. Labanya Lata Chanda	... Buniadi Sikshalaya, P.O. Balarampur, Midnapore.
43.	Sm. M. Bose	... Chief Inspector of Women's Education, West Bengal.
44.	Sm. Manisha Roy	... P.O. Belghoria, 24-Parganas.
45.	Sm. Mira Dutta Gupta	... 40/1, Broad Street, Calcutta.
46.	Shri Mohit Kumar Banerjee	... Regional Secretary (East Region), All-India Federation of Educational Associations.
47.	Shri Monoranjan Sengupta	... Headmaster, Bhutnath Mahamaya Institution, Calcutta.
48.	Dr. Nalinaksha Sanyal	... 35, Hindusthan Road, Calcutta-29.
49.	Sm. Nalini Das	... Principal, Institute of Education for Women, Hastings House, Alipore, Calcutta.
50.	Shri Nirmal Chandra Sinha	... Headmaster, Keshab Academy.
51.	Prof. Nirmal Chandra Bhattacharyya.	18, Aswini Dutta Road, Calcutta-29.
52.	Swami Nirmohananda	... Ramkrishna Mission Ashram, P.O. Sarisha.
53.	Shri Nishit Kumar Acharya	... Headmaster, Balurghat High School, West Dinajpur.
54.	Shri Nitya Niranjan Kaviraj	... Headmaster, Nabadwip Bakultala High School, Nadia.
55.	Dr. P. Roy	... Director of Public Instruction, West Bengal.
56.	Shri P. Maity	... Headmaster, Sarenga Mahatmajee Smriti Vidyapith, Bankura.
57.	Shri P. K. Guha	... Principal, Surendra Nath College, Calcutta.
58.	Dr. P. N. Banerjee	... Principal, University College of Law, Dur-bhanga Buildings, Calcutta.
59.	Sm. Phulrenu Guha	... 55/5, Monoharpukur Road, Calcutta-29.
60.	Shri Pramathanath Das Gupta	9A, Haralal Das Street, Calcutta-14.
61.	Sm. Pranati Dey	... Headmistress, Kamala Girls' School, Calcutta.
62.	Shri Priya Ranjan Sen	... 1, Dover Lane, Calcutta.
63.	Shri Promod Chandra Das	... Retired Chief Inspector, Secondary Education, West Bengal, 5/2, Cornfield Road, Calcutta-19.
64.	Publishers' Association Bengal.	of 18B, Shyamacharan Dey Street, Calcutta-12.
65.	Swami Punyananda	... Ramkrishna Mission Boys' Home, P.O. Rahara, 24-Parganas.

No.	Name.	Address.
66.	Sm. Puspamoyee Basu ...	Ballygunge Siksha Niketan, 54, Gariahat Road Calcutta.
67.	Justice Ramaprasad Mookherjee	77, Ashutosh Mukherjee Road, Calcutta-25.
68.	Shri Ratanmoni Chatterjee ...	27/3B, Hari Ghosh Street, Calcutta.
69.	Dr. S. Dutta ...	Registrar, Calcutta University, Calcutta.
70.	Shri S. Banerjee ...	Headmaster, Union High School, P.O. Serampore, Hooghly.
71.	Shri S. A. R. Kazimi ...	Headmaster, Anglo-Persian Department Calcutta Madrasah.
72.	Shri S. C. Ghosh ...	Calcutta University.
73.	Sm. S. E. Rani Ghosh ...	The Gokhale Memorial Girls' School and College, Calcutta-20.
74.	Shri S. K. Chatterjee ...	Secretary, Board of Secondary Education, West Bengal.
75.	Shri Sailendra Nath Banerjee	Headmaster, The Chetla Boys' High School, Calcutta.
76.	Shri Sarat Chandra Dutta ...	Teachers' Training Department, 95, Russa Road, Calcutta-26.
77.	Shri Satish Ch. Dutta Gupta ...	Finance Officer, Board of Secondary Education.
78.	Shri Sitaram Sakseria ...	357, Keyatala Road, Calcutta-26.
79.	Dr. Srikumar Banerjee ...	31, Southern Avenue, Calcutta-29.
80.	Shri Sudhangshu Shekhar Bhattacharji ...	Headmaster, The Vivekananda Institution, 107, Netaji Subhas Road, Howrah.
81.	Rev. Sudhir Kumar Chatterjee	103B, Bhupen Roy Road, Jadu Colony, Behala, Calcutta-34.
82.	Sm. Suniti Bala Gupta ...	P.O. McCluskieganj, Bihar, Eastern Railway.
83.	Sm. Suphala Roy ...	Headmistress, Bethune Collegiate School, Calcutta.
84.	Shri Surendra Chandra Chakravarty.	3A, Sarat Banerjee Road, Calcutta-29.
85.	Dr. T. Sen ...	Principal, College of Engineering and Technology, Jadavpur.
86.	Shri Tridibosh Bose ...	11, Mohendra Goswami Lane, Calcutta-6.
87.	Shri Upendra Nath Dutta ...	Headmaster, Jagabandhu Institution, Ballygunge, Calcutta.
88.	West Bengal Headmasters' Association.*	39, Shankar Ghosh Lane, Metropolitan Institution (Main), Calcutta.
89.	Dr. Zia-ul-Huq ...	Chinsurah, Hooghly.

\*Names of members of West Bengal Headmasters' Association who met the Commission—

- (i) Shri Jyotirbikas Mitra ... Headmaster, Sailendra Vidyalay, Calcutta.
- (ii) Shri Bankim Behari Banerjee ... Headmaster, Gobardanga High School, 24-Paraganas.
- (iii) Shri Monoranjan Roy ... Headmaster, Belegkata Deshabandhu High School, Calcutta.
- (iv) Shri Monoranjan Roy Choudhury. ... Modern School, Park Circus, Calcutta.
- (v) Shri Manindra Kumar Ghosh ... Headmaster, Beniapukur High School.
- (vi) Shri Dharani Mohon Mukherjee. ... Headmaster, Metropolitan Institution (Main), Calcutta.



## APPENDIX 3

### Trade, Technical and Vocational Courses

1. Carpentry—
  - (a) Furniture makers,
  - (b) Pattern makers,
  - (c) Wood carving,
  - (d) Motor vehicle body building,
  - (e) Wood turning and lacquering.
2. Smithery—
  - (a) Black,
  - (b) Tin,
  - (c) Copper (sheet-metal works).
3. Foundry.
- 4. Tailoring and dressmaking.
5. Masonry and brick laying.
6. Pottery and glaziering.
- 7. Goldsmith and silversmith.
8. Glass-blowing.
9. Boot and shoe-making.
- 10. Leather work.
- 11. Compounders (Medical).
12. Hair-dressing (Barber's trade).
- 13. Laundry work.
- 14. Fine mechanics—
  - (a) Instrument mechanics,
  - (b) Watch and clock repairers,
  - (c) Typewriter mechanics,
  - (d) Sewing machine repairers,
  - (e) Locksmith.
- 15. Motor mechanic including automobile driving.
- 16. Printing trades—
  - (a) Printers,
  - (b) Compositor—Hand and Linotype,
  - (c) Lithography and block-making,
  - (d) Book binding,
  - (e) Gilding and decorating.
17. Photography and cinematography.
- 18. Draughtsman—
  - (a) Civil,
  - (b) Mechanical.
19. Surveyors.
20. Plumbers and sanitary fitters.
21. Welders—Gas and electric.
22. Electroplater.
23. Vulcaniser.
24. Turner.

25. Fitter.
26. Grinder.
27. Electrician—House-wiring, motor-repairing, armature-winding, etc.
28. Bakery.
- \*29. Nursing.
- \*30. Midwifery.
- \*31. Embroidery and fancy work, knitting.
- \*32. Telephone worker.
- \*\*33. Wireless operators.
- \*\*34. Typist, stenographer and typist.
- \*35. Dyeing, calico-printing, Batik work, etc.
- \*36. Paper-bag or box manufacture.
- \*37. Cardboard box manufacture.
- \*38. Candy, condiments, chutney, pickles manufacture.
- \*39. Plaster and clay-industries.
- \*40. Toys manufacture (of paper, rags, plastics, wood, etc.).
- \*41. Textile designers.

\*Can be taken up wholly or partly by girls; with restriction or limitation marriages and delay in marriages, the employment of girls and women will very soon become an acute problem requiring to be solved satisfactorily.

\*\*Can be taken up only by those who have completed the 10th standard in present high school course. In addition to the practical training in these courses subjects of which the following examples are given should form parts of the curriculum according to the nature of the trade:—

- (i) Drawing, specially of artistic or other designs appertaining to different crafts or industries.
- (ii) Methods of test and classification of the raw-materials and finished products and prices at which they are sold in the market with seasonal fluctuations.
- (iii) Rudiment of business law, where necessary.
- (iv) Civics.
- (v) Accounting and book-keeping (elementary knowledge relating to the trade).
- (vi) Cost accounting.
- (vii) Physical exercise and gymnastics.

## APPENDIX 4

## Scales of pay of Secondary School staff

Name of posts.	Scales of pay.	Qualifications.
Principals, Higher Secondary Schools.	Rs.250—10—350—E. B.—15—500—20—600. (Selection grade—Rs.500—25—750.)	Master's degree* (Class I) with at least 5 years' teaching experience with 2 years' administrative experience.
Principals, Intermediate Colleges.		Or, Master's degree (Class II) with B.T. degree. Experience same as above. Or, B.A. or B.Sc. (Hons.) with M.Ed. or M.A. (Edn.) degree and 5 years' experience as Headmaster of a High School.
Lecturer	Rs.150—5—200—E. B.—10—250—E.B.—10—350.	Master's degree (Class I or II) and 3 years' teaching experience. Or, Master's degree (Class I or II) with B.T. degree.
Headmaster of High Schools	For those who are enrolled on the panel of Headmasters—Rs.175—10—375—E. B.—15—450 plus an allowance of Rs.75 in schools with enrolment of over 500 and Rs.50 in schools with enrolment between 350 and 500.  (Selection grade—Rs.375—20—575.)  For others—Rs.150—5—200—10—250—E.B.—10—350 plus an allowance of Rs.50 in schools with enrolment of over 500 and Rs.30 in schools with enrolment between 350 and 500.	For new entrants—Bachelor's degree (Hons.) and B.T. degree or Master's degree and B.T. degree, teaching experience of at least 5 years as Assistant Master or 2 years as Assistant Headmaster.  Recruitment will be made through a Central Selection Committee.  Existing Headmasters will also have to appear before the Selection Committee. Those who are not approved will remain in the lower scale.
Assistant Headmaster	Scale same as Assistant Masters plus an allowance of Rs.25 and Rs.50 (for bigger schools).	Academic qualifications same as Headmasters with 3 years' experience as Assistant Master.
Senior Teachers	Scale same as Assistant Masters plus an allowance of Rs.25.	Posts only in schools with more than 500 pupils.
Assistant Masters	Rs.100—5—200—10—250 (for every additional qualification two advance increments will be given).	(a) Bachelor's degree with B.T. (b) Physical Instructors with a Bachelor's degree and a diploma in physical education.

\*Wherever a Master's degree or an Honour's degree is mentioned it should be taken to mean a degree with any of the school subjects taught in higher secondary schools. For pass graduate at least one of the special, i.e., optional subjects, will be a school subject.



Name of posts.	Scales of pay.	Qualifications.
Assistant Masters	.. Rs.70—3—130—5—155 (for additional academic qualification two advance increments will be given).	(a) Undergraduate with or Senior Training. (b) Undergraduate physics instructors with recognised diploma in physical training. (c) Properly qualified teachers of Music, Arts and Crafts.
Assistant Masters	.. Rs.80—3—155 (for short course training two advance increments will be given).	(a) Graduates. (b) Qualified teachers of Sciences. (c) Qualified Drawing Masters.
Librarian-Teacher	.. Scale according to the academic qualification <i>plus</i> allowance of Rs.25.	....
Assistant Masters	.. Rs.65—2—85—3—130	.. (a) Untrained undergraduate and trained Matriculates. (b) Qualified Needlework teachers.
Assistant Masters	.. Rs.60—2—80	.. Other teachers, if approved
Assistant Masters	.. Special scales may be sanctioned for specialist teachers of Technical and Commercial subjects.	....
<b>Junior High School (up to class VIII)</b>		
Headmaster	.. Rs.100—5—200—10—250 <i>plus</i> an allowance of Rs.25.	Graduate with B.T. with years' teaching experience
Assistant Masters	.. { (a) Rs. 80—3—155 (b) Rs.70—3—130—5—155	.. Trained undergraduates. Graduates.
District Inspector for Secondary Schools.	Rs.350—25—750	.. Minimum qualification Principals. To be recruited from among Principals and Headmasters of High Schools with requisite qualifications. There will be no direct recruitment. (To be given special training by the Directorate.)
Senior Lecturers of Training Colleges.	Rs.350—25—750	..
District School Auditors	.. Same as Assistant Masters <i>plus</i> an allowance of Rs.40.	Minimum qualifications same as Assistant Masters. To be recruited from among Assistant Masters and Sub-Inspectors. No direct recruitment by selection.
Deputy Directors	.. Rs.1,200—1,500	.. To be recruited from among the senior members of the Education Service.

# APPENDIX 5

## Table 7

*Comparative Table of area population, number of schools, etc., for major States in India*

Part "A" States.	Area in square miles.	Total population.	Number of Middle Schools.	Number of High Schools.	Total number of Secondary Schools.	Enrolment in Middle Schools.	Enrolment in High Schools.	Total enrolment.	
Assam	..	85,012	9,044,000	1,108	305	1,414	117,926	40,156	158,082
Bihar	..	70,330	40,226,000	2,448	717	3,165	187,146	171,358	358,504
Bombay	..	111,434	35,956,000	458	1,030	1,488	698,468	281,101	979,569
Madhya Pradesh	..	130,272	21,248,000	835	258	1,093	146,430	41,556	187,986
Madras	..	127,790	57,016,000	331	1,411	1,742	708,248	304,871	1,013,119
Orissa	..	60,136	14,646,000	560	200	760	35,459	29,627	65,086
Punjab	..	37,378	12,641,000	915	513	1,428	248,277	55,448	303,725
Uttar Pradesh	..	113,409	63,216,000	3,244	1,215	4,459	567,798	251,080	818,878
West Bengal	..	30,775	24,810,000	1,306	1,323	2,629	256,510	265,590	522,100

Table 8

*Comparative Table of area and populationwise distribution of Secondary Schools*

States	Area-wise.		Population-wise.		Density of population (per sq. mile).	Ratio of Secondary School-going population to total population (100).	Average enrolment per Secondary School.
	1	2	1	2			
	1 Secondary School per—		1 Secondary School per—				
Assam	..	60.8 sq. miles	..	6,396 people	106.4	1.7	112
Bihar	..	22.2 sq. miles	..	12,710 people	572	.9	.113
Bombay	..	74.9 sq. miles	..	24,164 people	322.7	2.7	658
Madhya Pradesh	..	119.2 sq. miles	..	20,000 people	163.1	.9	172
Madras	..	73.4 sq. miles	..	32,730 people	445.5	1.8	582
Orissa	..	79 sq. miles	..	19,271 people	243.5	.4	86
Punjab	..	26.1 sq. miles	..	8,850 people	338.2	2.4	213
Uttar Pradesh	..	25.5 sq. miles	..	14,180 people	557.4	1.3	183
West Bengal	..	11.7 sq. miles	..	9,437 people	806.2	2.1	199



Table 9

Number of teachers in recognised High Schools, 1952-53

States.	Total number of High Schools.	Total number of teachers.			Total number of trained teachers.			Approximate ratio of trained teachers to number of schools.	
		Men.	Women.	Total.	Men.	Women.	Total.		
Assam	..	306	3,830	534	4,364	636	123	759	2.5
Bihar*	..	717	8,350	525	8,875	3,067	359	3,426	5
Bombay	..	1,030	14,029	3,350	17,379	8,190	2,147	10,337	10
Madhya Pradesh**	..	258	3,836	755	4,591	1,803	1,147	2,950	11
Madras	..	1,411	26,348	5,152	31,500	21,084	4,593	25,677	18
Orissa.	..	200	2,403	158	2,561	1,126	117	1,243	6
Punjab	..	513	7,325	797	8,122	5,471	730	6,201	12
Uttar Pradesh	..	1,215	20,796	3,106	23,902	10,435	2,306	12,741	10
West Bengal	..	1,323	14,785	2,870	17,653	3,677	1,444	5,121	4

\* Figures relate to 1951-52

\* Figures relate to 1951-52.

\*\* Figures relate to 1950-51.

Table 11

## Expenditure on High Schools, 1952-53

State.	Number of High Schools.	From Central Government.		From State Government.		From District Board.		From Municipal Board.		From fees.		From endowments.		From other sources.		Total.
		Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	
Assam	..	306	66,772	30,62,280		750	14,648			27,12,513		20,423		6,04,469		Rs.
Bihar*	..	717	1,56,278	47,36,595		..										64,81,856
Bombay	..	1,030	2,61,407	1,69,91,298		13,027	2,32,809	2,54,35,898		80,56,035		1,57,960		9,02,687		1,40,71,991
Madhya Pradesh**	..	258	25,702	32,10,250		800	2,69,622			34,96,297		7,18,665		42,12,385		4,78,66,485
Madras	..	1,411	2,60,208	1,18,58,787		53,60,042	15,06,558	2,58,75,942				1,42,590		5,30,421		76,75,682
Orissa	..	200	27,160	15,51,429		2,05,155	4,006	15,89,849				34,80,834		61,801		4,84,04,172
Punjab	..	513	1,00,625	37,20,184		4,10,871	2,78,018	84,04,940				92,815		3,86,206		38,56,620
Uttar Pradesh	..	1,215	5,49,674	1,68,90,182		24,889	8,99,366	2,86,91,841				4,79,367		12,61,265		1,46,55,270
West Bengal	..	1,323	2,94,812	45,65,048		20,159	76,495	2,27,15,768				3,08,559		43,87,727		5,22,50,298
																3,10,00,411

\* Figures relate to 1951-52.

\*\* Figures relate to 1950-51.

Table 14

District-wise distribution of Secondary Schools and their enrolment, 1953-54

District.	Number of High Schools.				Enrolment in High Schools.	Number of Middle, Junior High Schools.			Enrolment in Junior High Schools.	Total enrolment in Secondary Schools.	
	Boys.		Girls.			Boys.	Girls.	Total.			
	2	3	4	5					6	7	8
1											
(1) Burdwan	..	125	11	136	40,952	128(45)	13(7)	141	20,297	61,249	
(2) Birbhum	..	34	3	37	12,526	84(27)	1(1)	85	7,040	19,566	
(3) Bankura	..	63	3	66	16,716	76(21)	3(0)	79	6,309	23,025	
(4) Midnapore	..	184	11	195	50,372	201(30)	34(8)	235	18,799	69,171	
(5) Howrah	..	89	18	107	38,035	58(13)	26(0)	84	6,623	44,658	
(6) Hooghly	..	103	15	118	34,866	67(8)	19(6)	86	7,569	42,435	
(7) 24 Parganas	..	221	62	283	94,427	209(50)	47(15)	256	24,326	118,753	
(8) Calcutta	..	119	84	203	135,464	16(1)	15(5)	31	4,895	140,359	
(9) Nadia	..	60	8	68	23,056	50(6)	6(2)	56	3,625	26,681	
(10) Murshidabad	..	60	5	65	17,247	70(6)	7(2)	77	5,406	22,653	
(11) West Dinajpur	..	17	3	20	6,076	44(3)	2(2)	46	2,450	8,526	
(12) Malda	..	28	2	30	7,333	42(4)	4(1)	46	2,638	9,971	
(13) Jalpaiguri	..	23	4	27	8,368	39(5)	5(5)	34	2,909	11,277	
(14) Darjeeling	..	16	6	22	6,982	26(4)	5(1)	31	2,450	9,432	
(15) Cooch Behar	..	11	4	15	5,106	84(1)	8(1)	92	9,044	14,150	
Grand Total	..	1,153	239	1,392	497,526	1,194(224)	195(56)	1,389	124,380	621,906	

N.B.—The figures for Anglo-Indian Schools have been left out.

The figures in brackets in columns 6 and 7 indicate the number of four-class Junior High Schools.





## APPENDIX C

Scheme of the reorganised Directorate

## Main Department

Minister.

Vice-Chancellor.

Secretary.

D. P. I.

President, Board  
of Secondary  
Education.